



HUMAN RESOURCES DEVELOPMENT

OPERATIONAL PROGRAMME

Third version

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MINISTRY OF LABOUR AND SOCIAL SECURITY
REPUBLIC OF TURKEY

INDEX	
• List of abbreviations	5
• List of tables	7
• List of graphics	9
INTRODUCTION	10
1. CONTEXT – CONSULTATION and COORDINATION	13
1.1. NATIONAL POLICY AND SOCIO-ECONOMIC CONTEXT ON HRD	13
1.1.1. Demographic Situation	13
1.1.2. Macroeconomic Situation	14
1.2. NATIONAL POLICY FRAMEWORK ON HUMAN RESOURCES DEVELOPMENT	18
1.2.1. 9th National Development Plan (NDP)	18
1.2.2. Mid – Term Program 2011 – 2013	19
1.2.3. Vision 2015	20
1.2.4. Information Society Strategy	21
1.2.5. Joint Social Inclusion and Social Protection Memorandum (JIM)	21
1.2.6. Joint Assessment Paper (JAP)	22
1.2.7. Human Resources Development Strategy	23
1.2.8. Life Long Learning Strategy (LLL)	23
1.2.9. Strategic Coherence Framework (SCF)	25
1.3. COMMUNITY STRATEGIC FRAMEWORK ON HUMAN RESOURCES DEVELOPMENT	26
1.3.1. IPA and ESF Regulations	26
1.3.2. European Employment Strategy - Europe 2020	27
1.3.3. Employment Guidelines	29
1.3.4. Strategic Community Guidelines	29
1.3.5. Multi-Annual Indicative Planning Document (MIPD)	30
1.4. PARTNERSHIP CONSULTATION	32
1.4.1. Drafting of HRD OP	32
1.4.2. Revising the HRD OP for 2012 – 2013	35
1.5. EX-ANTE EVALUATION	36
1.6. INTERIM EVALUATION	41
2. ASSESSMENT OF MEDIUM TERM NEEDS, OBJECTIVES & STRATEGIC PRIORITIES	43
2.1. SOCIO-ECONOMIC ANALYSIS AND SWOT	43
2.1.1. Current Socio-Economic Situation	43
2.1.1.1. Labour Market and Employment	43
2.1.1.1.1. General Overview of the Labour Market	43

2.1.1.1.2. Labour Force Participation	49
2.1.1.1.3. Employment	50
2.1.1.1.4. Unemployment	52
2.1.1.1.5. Educational Attainment of the Labour Force	55
2.1.1.1.6. Unregistered Employment	57
2.1.1.1.7. Employment Services	59
2.1.1.2 Vocational Education and Training	60
2.1.1.2.1. General Overview of Vocational Education and Training	60
2.1.1.2.2. Early school leaving	65
2.1.1.2.3. Enrolment and Drop Out Rates Including Absenteeism by Level Of Education	66
2.1.1.2.4. Enrolment rates in the Priority I and Priority II regions	75
2.1.1.2.5. Vocational Education and Training (VET)	79
2.1.1.2.6. Life- Long Learning (LLL)	87
2.1.1.2.7. ICT in Education	98
2.1.1.2.8. Quality in Education	103
2.1.1.2.9. Education Expenditure	108
2.1.1.3. Combating poverty and social exclusion	109
2.1.1.3.1. Poverty and Income Distribution	109
2.1.1.3.2. Social Protection	116
2.1.1.3.2.1. Social Insurance	117
2.1.1.3.2.2. General Health Insurance	118
2.1.1.3.2.3. Social Services and Social Assistance	119
2.1.1.3.3. Promoting Social Inclusion of Disadvantaged Persons	123
2.1.1.3.3.1. People with Disabilities	124
2.1.1.3.3.2. Convicts and Ex-Prisoners	134
2.1.1.3.3.3. Internally Displaced Persons (IDPs)	140
2.1.1.3.3.4. Poor Persons Living in Gecekondur Areas	142
2.1.1.3.3.5. Roma Citizens	145
2.1.1.3.3.6. Parents of working children and the children in need of special protection	146
2.1.1.3.4. Institutional Capacity	149
2.1.1.3.5. Key Points Of Social & Economic Analysis	151
2.1.2. Medium Term Needs – Key Challenges	152
2.1.3. SWOT Analysis	154
2.2. STRATEGIC PRIORITIES	156

3. HUMAN RESOURCES DEVELOPMENT OPERATIONAL PROGRAM STRATEGY OF TURKEY	159
3.1. PRIORITY AXES AND MEASURES	159
3.1.1. Employment	159
3.1.2. Education	181
3.1.3. Adaptability by Promoting Lifelong Learning	194
3.1.4. Social Inclusion	206
3.2. PRIORITY AXIS TECHNICAL ASSISTANCE	218
3.3. HORIZONTAL ISSUES	225
3.3.1. Equal Opportunities for Men and Women	226
3.3.2. Sustainable Development and Environmental Protection	227
3.3.3. Participation of Civil Society	228
3.3.4. Geographic, Sectoral and Thematic Concentration	228
3.3.5. Concerns of Disadvantaged Persons	229
3.3.6. Good Governance	230
3.4. COMPLEMENTARITIES AND SYNERGIES WITH OTHER FORMS OF ASSISTANCE	231
4. FINANCIAL TABLES	234
5. IMPLEMENTATION PROVISIONS	244
5.1 MANAGEMENT AND CONTROL STRUCTURES	244
5.1.1 Bodies and authorities	245
5.1.2. Separation of functions	257
5.2. MONITORING AND EVALUATION	263
5.2.1. Monitoring Arrangements	263
5.2.2 Management Information System (MIS)	266
5.2.3. Monitoring System and Indicators	267
5.2.4. Selection of Operations	268
5.2.5. Sectoral annual and final reports on implementation	269
5.3. INFORMATION AND PUBLICITY	271
5.3.1 Introduction and Legal Framework	271
5.3.2 Communication Strategy and Action Plan	272
5.3.3 Overall Communication Objectives	272
5.3.4 Activities	273
5.3.5 Indicative Budget	273
5.3.6 Management and Implementation	273
6. ANNEX	
I	COMPARATIVE TABLE ON MIPD EXPECTED RESULTS
II	COMPARATIVE TABLE ON EU POLICIES AND HRD OP
III	SUMMARY TABLE OF HRD OP PRIORITY AXES

LIST OF ABBREVIATIONS

ALMP	Active Labour Market Programme
CCT	Conditional Cash Transfers
ECVET	European Credit Transfer System for VET
ESF	European Social Fund
EU	European Union
EUD	European Union Delegation
EUROSTAT	The Statistical Office of the European Communities
GDP	Gross Domestic Product
GNP	Gross National Product
HRD	Human Resources Development
HRD OP	Human Resources Development Operational Programme
IDP	Internally displaced persons
ILO	International Labour Organisation
IPA	Instrument for Pre-Accession Assistance
ISCED	Classification on International Education Standards
ISKUR	Turkish Employment Agency
ISPAT	The Republic of Turkey Prime Ministry Investment Support and Promotion Agency
IT	Information Technologies
JAP	Joint Assessment Paper
JIM	Joint Inclusion Memorandum
KOSGEB	Small and Medium Enterprises Development Organization
KDRP	Project of Return to Village and Rehabilitation
LFS	Labour Force Survey
LLL	Life Long Learning
MoNE	Ministry of National Education
MEDA	The Euro-Mediterranean Partnership
MIFF	Multi-annual Indicative Financial Framework
MIPD	Multi-annual Indicative Planning Document
MIS	Management Information System
MoLSS	Ministry of Labour and Social Security
MPM	National Productivity Centre
NAO	National Authorising Officer
NDP	National Development Plan
NIPAC	National IPA Coordinator
NQS	National Qualification System
NGO	Non-Governmental Organisation

NUTS	Nomenclature of Territorial Units for Statistics (Regional Classification)
OECD	Organisation for Economic Cooperation and Development
OP	Operational Programme
PISA	Program for International Student Assessment
PPS	Purchasing Power Standard
RC OP	Regional Competitiveness Operational Programme
IPARD	IPA Rural Development Programme
SCF	Strategic Coherence Framework
SHCEK	General Directorate for Social Services and Child Protection
SMC	Sectoral Monitoring Committee
SME	Small and Medium Sized Enterprises
SSI	Social Security Institution
SVET	Strengthening Vocational Education and Training System in Turkey Project
SYDGM	General Directorate of Social Assistance and Solidarity
SYDV	Social Assistance and Solidarity Foundation
SWOT	Strengths, Weakness, Opportunities, Threats
TESK	The Confederation of Turkish Artisans and Craftsman
TISK	Turkish Confederation of Employer Associations
TOBB	The Union of Chambers and Commodity Exchanges of Turkey
TOKI	Housing Development Administration
TUBITAK	The Scientific and Technological Research Council of Turkey
TURKAK	Turkish Accreditation Agency
TURK-IS	The Confederation of Turkish Trade Unions
TURKSTAT	Turkish Statistical Institute
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VET	Vocational Education and Training
VOC-TEST Centres	Occupational Standards Development, Vocational Knowledge and Skills Testing and Certification Centers
VQA	Vocational Qualifications Authority
YEN	Youth Employment Network
YOK	Higher Education Council

LIST OF TABLES

Table 1	List of Priority I Regions and cities designated as Growth Centres
Table 2	List of the Priority II regions and cities designated as Focus Provinces
Table 3	Fertility and Population Growth Rates
Table 4	Population Projections for Turkey
Table 5	GDP by economic activity (1998=100), GDP growth rates, and GDP per capita
Table 6	GDP Per Capita in PPS and GDP Growth Rate
Table 7	Inflation Rate
Table 8	Sectors' Shares in GDP, 2006-2010
Table 9	Contribution of Production Factors to Growth
Table 10	GDP per capita expressed in terms of Turkey average in Priority I regions and Growth Centres, 2001
Table 11	GDP Per Capita in Priority I Regions, 2001
Table 12	ESF Areas and Forms and assistance and HRD OP Measures
Table 13	Meetings and Activities on Partnership
Table 14	HRD OP 2012 Revision Meetings Participant Institutions
Table 15	Ex Ante Evaluation Findings and Actions Taken
Table 16	Interim Evaluation Findings
Table 17	Labour Force, 2004-2010 (15-64 years of age)
Table 18	Overall situation of the labour market in Priority I regions, 2010
Table 19	Non-institutional population by labour force status for all regions, 2011
Table 20	Employment by Employment Status and Economic Activity, 2011
Table 21	Non-agricultural unemployment rates for all regions, 2011
Table 22	Population not in labour force, female, 2010
Table 23	Employment rates, 2004-2010
Table 24	Employment by Employment Status and Economic Activity, 2009-2010
Table 25	Unemployment rates, 2004-2010
Table 26	Unemployment in 15-24 age group, 2004-2010
Table 27	Youth unemployment according to gender and education, 2010
Table 28	Labour force by educational level, 2010
Table 29	Employment status and registration to social security institution, 2004-2010
Table 30	Employment status in the Priority I Regions, 2010
Table 31	Population with at least upper-secondary education
Table 32	Enrolment rate by level of education and educational year, 1997-2011
Table 33	Impact of the Campaign "The Support of the Enrolment of Girls – Girls, let's go to school"
Table 34	Number of Public Universities in Turkey (1933-2011)
Table 35	Number of Non-profit Foundation Universities in Turkey (1933-2011)
Table 36	Total number of Universities in Turkey (1933-2011)
Table 37	Change in Number of the Students in Higher Education Year by Year (1984-2011)
Table 38	Early school leavers in the EU and Turkey
Table 39	Persons of the age 20 to 24 having completed at least upper secondary education by gender
Table 40	Enrolment rates by province and level of education, beginning of 2010-2011 educational year

Table 41	Ratio of Graduates of Higher Education in Priority I Regions
Table 42	Number of Graduates of Higher Education in 26 NUTS II Regions
Table 43	Number of Post-Secondary Higher Vocational Schools
Table 44	Number of schools and students in Vocational Secondary Education, 2006
Table 45	Number of schools and students in Vocational Secondary Education
Table 46	Illiterate and Literate Population of Turkey by NUTS II Regions, 2011
Table 47	Illiterate and Literate Population % Year by Year in Turkey (Population 6 years of age and over)
Table 48	Adult Participation in Trainings in the EU and Turkey
Table 49	Participation to the Formal and Non-Formal Education within last 12 Months, 2007
Table 50	Non-formal education activities, 2009
Table 51	Number of courses organized according to the field of education and training, 2009
Table 52	The Establishment of ICT Classes under Basic Education Project
Table 53	Computer and internet usage by gender and education level
Table 54	Computer and internet usage by gender and education level, 2011
Table 55	Number of students per teachers in Priority I Regions
Table 56	Number of students per teachers in 26 NUTS II Regions
Table 57	Number of schools, teachers and students in Turkey, 2006-2007
Table 58	Number of schools, teachers and students in Turkey, 2010-2011
Table 59	Number of students per classroom by Priority I Regions, 2005-2006
Table 60	Number of students per classroom by 26 NUTS II Regions, 2010-2011
Table 61	Distribution of education expenditure
Table 62	The amount and distribution of education expenditure by financial sources
Table 63	The amount and distribution of education expenditure by service providers, 2002
Table 64	Distribution of disposable income by quintiles, 2002-2005
Table 65	Distribution of annual equalised disposable incomes by quintiles ordered by equalised household disposable income, 2006-2010
Table 66	Distribution of disposable income by quintiles, 2006-2010
Table 67	Poverty rates, 2006-2010
Table 68	Poverty rates according to the gender and educational status of the household members
Table 69	Poverty rates according to the employment status and sector of household members
Table 70	Poverty rates according to the economic activity status of the household members, Turkey
Table 71	Percentage of registered disabled individuals by gender, place of residence, proportion of disability, age group and educational status, 2010
Table 72	Labour Force Participation and Unemployment Rate of People with orthopaedic, mental, speech and language, hearing and visual disabilities
Table 73	Percentage of registered disabled individuals by working status and type of disability, 2010
Table 74	Figures as regards to quota system for people with disabilities, 2010
Table 75	Employment Services for people with disabilities, 2005
Table 76	Activities concerning people who have disabilities, 2004-2010
Table 77	People with Disabilities Benefiting from Social Security Services
Table 78	People with Disabilities Benefiting from Social Security Services (people with

	chronic illnesses)
Table 79	Percentage of registered disabled individuals receiving social assistances regularly by type of disability, 2010
Table 80	Figures as regards to quota system for ex-convict people, 2010,Turkey
Table 81	Activities concerning people who are convicts or ex-prisoners, 2004-2010
Table 82	Employment Services for ex-convicts, 2005
Table 83	Vacancy situation of disabled and ex-convicts
Table 84	Registered disabled, ex-convicts and terror victims
Table 85	Activities for ALMPs and vocational rehabilitation
Table 86	Distribution of non-institutional population by equalized household disposable median income groups and problems with the dwelling and environment, 2010
Table 87	Basic indicators of the child labour force
Table 88	Employed children by sectors
Table 89	SWOT Analysis
Table 90	Flow Diagram
Table 91	Complementarities and Synergies with the other forms of assistance
Table 92	Complementarities with HRD OP and RC OP
Table 93	Revised MIFF: Breakdown of the Instrument for Pre-Accession Assistance envelope for 2012-2013 into allocations for components
Table 94	Financial Allocation for HRD OP
Table 95	Financial allocations of Total IPA Fund
Table 96	Financial Allocations for the Priority Areas in the HRD OP, 2007-2013
Table 97	Regional Concentration of HRD OP
Table 98	Financial Allocation for each priority and measure (2007 – 2013)
Table 99	Financial Allocation for 2007
Table 100	Financial Allocation for 2008
Table 101	Financial Allocation for 2009
Table 102	Financial Allocation for 2010
Table 103	Financial Allocation for 2011
Table 104	Financial Allocation for 2012
Table 105	Financial Allocation for 2013
Table 106	Indicative Budgeted for the Communication Action Plan Allocated from TA of the HRD OP

LIST OF GRAPHICS

Graphic 1	Organisation of HRD Operating Structure (OS)
Graphic 2	The HRD OS within the MoLSS organigram

INTRODUCTION

The main objective of the Instrument for Pre-Accession Assistance (IPA) is to help the beneficiary countries face the challenges of European integration and to implement the reforms needed to fulfil the Copenhagen criteria for EU membership.

Council Regulation No 1085/2006 constitutes the legal basis of IPA for Turkey and other candidate and potential candidate countries stated in the Regulation. Article 1 of the Regulation states that the Community shall assist the countries listed in their progressive alignment with the standards and policies of the European Union, including where appropriate the *acquis communautaire*, with a view to membership. Article 3, on the other hand, sets the components according to which assistance shall be programmed and implemented. The five components of IPA are:

1. Transition Assistance and Institution Building
2. Cross-Border Cooperation
3. Regional Development
4. Human Resources Development, and
5. Rural Development

While potential candidates can benefit only from the first two components, Turkey, as well as the other candidate countries, may benefit from all the components. Within this framework, the Ministry of Labour and Social Security (MoLSS) has been designated as the Operating Structure (OS) for the Human Resources Development (HRD) component and has been assigned to prepare the Operational Programme (OP).

The Human Resources Development Operational Programme (HRD OP) sets out the programming basis for receiving assistance from IPA funds in human resources development. It aims to address the main challenges Turkey faces in the fields of employment, education and training, and social inclusion. It has been prepared in compliance with Turkey's 9th National Development Plan (NDP), Turkey's Multi-annual Indicative Planning Document (MIPD) and the Strategic Coherence Framework (SCF). The priorities and measures set out in HRD OP reflect the key problems and challenges identified in the NDP, the MIPD, the SCF, and the joint strategy papers, namely the Joint Social Inclusion and Social Protection Memorandum (JIM) and the Joint Assessment Paper (JAP). SCF, JIM and JAP have been jointly elaborated by Turkey and the European Commission.

The Programme has a seven year duration and its financial envelope has been specified for a seven -year period (2007-2013). It will be reviewed and updated annually in accordance with the MIPD and the Multi-annual Indicative Financial Framework (MIFP).

The overall objective of the HRD OP is “*to support the transition to a knowledge-based economy capable of sustainable economic growth with more and better jobs and greater social cohesion*”.

The HRD OP sets out five priorities, namely;

- employment,

- education,
- lifelong learning,
- social inclusion,
- technical assistance,

and relevant measures for each of the priorities covering issues such as increasing labour force participation of women, improving administrative capacity of public employment services, enhancing the link between the labour market and education, development of lifelong learning, improving quality of education, and integration of disadvantaged persons at risk of social exclusion.

The HRD OP has been prepared in line with the convergence approach emphasized in MIPD and SCF aiming at supporting measures contributing to decrease the existing regional disparities within Turkey. According to MIPD 2011 - 2013 for Turkey, “in order to strengthen the multiplier effect, assistance will be made available to all regions, with the main part of the support concentrated on the NUTS II regions whose GDP falls below 75% of the Turkish national average.”

In Turkey, there are 12 NUTS II regions, out of 26, where GDP per capita is below 75 % of Turkey’s average GDP per capita. Within the NUTS II regions, the SCF has identified cities which have potential to become “growth centres”. These "growth centres" will have a pivotal role in promoting developmental synergies. All the areas outside the growth centres within the NUTS II regions are referred to as "hinterlands".

Remaining 14 NUTS II regions are also eligible within the scope of the HRD OP though with a lower financial allocation. In the 14 NUTS II level regions focus provinces are designated. The 12 NUTS II regions are referred to as “Priority I Regions” and the remaining 14 NUTS II regions are referred to as “Priority II Regions” respectively.

The Priority I Regions are marked with yellow and Priority II Regions are marked with grey in the below map of Turkey.

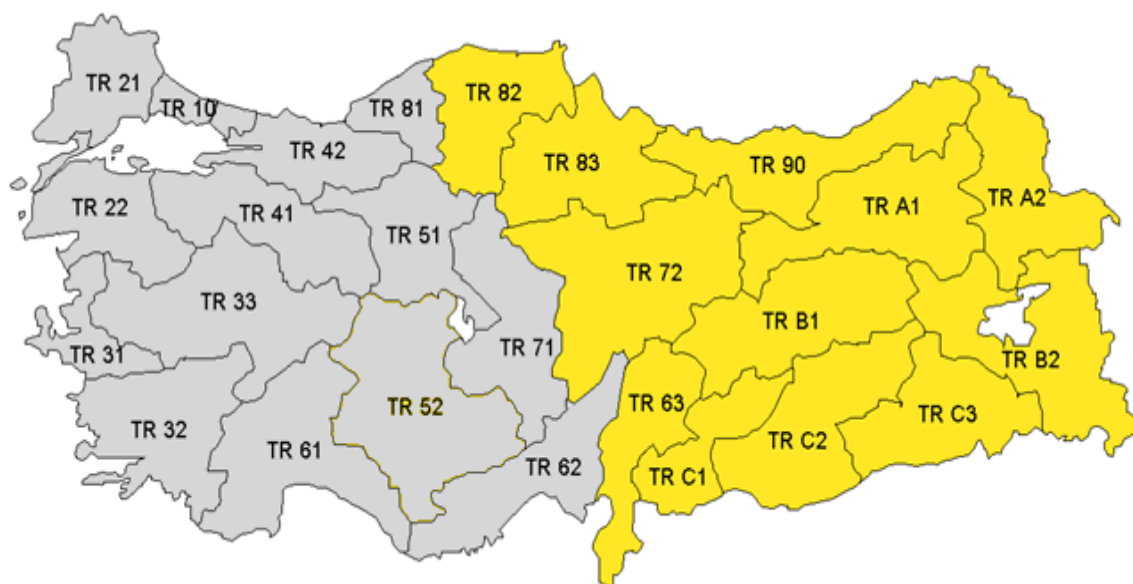


Table 1: List of Priority I Regions and cities designated as Growth Centres

List of Priority I Regions	Growth Centres	Hinterlands
TR A2: Ağrı, Kars, Iğdır, Ardahan	Kars	Ağrı, Iğdır, Ardahan
TR B2: Van, Muş, Bitlis, Hakkari	Van	Muş, Bitlis, Hakkari
TR C3: Mardin, Batman, Şırnak, Siirt	Batman	Mardin, Şırnak, Siirt
TR A1: Erzurum, Erzincan, Bayburt	Erzurum	Erzincan, Bayburt
TR C2: Şanlıurfa, Diyarbakır	Diyarbakır, Şanlıurfa	-
TR C1: Gaziantep, Adıyaman, Kilis	Gaziantep	Adıyaman, Kilis
TR 72: Kayseri, Sivas, Yozgat	Kayseri, Sivas	Yozgat
TR 90: Trabzon, Ordu, Rize, Giresun, Artvin, Gümüşhane	Trabzon	Ordu, Rize, Giresun, Artvin, Gümüşhane
TR B1: Malatya, Elazığ, Bingöl, Tunceli	Elazığ, Malatya	Bingöl, Tunceli
TR 82: Kastamonu, Çankırı, Sinop	Kastamonu	Çankırı, Sinop
TR 83: Samsun, Tokat, Çorum, Amasya	Samsun	Tokat, Çorum, Amasya
TR 63: Hatay, Kahramanmaraş, Osmaniye	Kahramanmaraş	Hatay, Osmaniye

15 Growth Centers have been determined in 12 NUTS II regions (indicated as Priority I Regions in the HRD OP) by Ministry of Development. There is no “growth center” identified in remaining 14 NUTS II regions. However, provinces that have priority are indicated as “focus provinces” in Table 2. The “focus provinces” have been integrated within Table 2 for ensuring consistency with Table 1; those provinces are not directly referred throughout the HRD OP.

Table 2: List of the Priority II regions and cities designated as Focus Provinces

List of Priority II Regions	Focus Provinces
TR 10: İstanbul	İstanbul
TR 21: Tekirdağ, Edirne, Kırklareli	Tekirdağ
TR 22: Balıkesir, Çanakkale	Balıkesir
TR 31: İzmir	İzmir
TR 32: Aydın, Denizli, Muğla	Aydın
TR 33: Manisa, Afyonkarahisar, Kütahya, Uşak	Manisa
TR 41: Bursa, Eskişehir, Bilecik	Bursa
TR 42: Kocaeli, Sakarya, Düzce, Bolu, Yalova	Kocaeli
TR 51: Ankara	Ankara
TR 52: Konya, Karaman	Konya
TR 61: Antalya, Isparta, Burdur	Antalya
TR 62: Adana, Mersin	Adana
TR 71: Kırıkkale, Aksaray, Niğde, Nevşehir, Kırşehir	Kırıkkale
TR 81: Zonguldak, Karabük, Bartın,	Zonguldak

The HRD OP has been prepared with a partnership principle enabling the incorporation of opinions and remarks by relevant stakeholders during the drafting phase as well as during the preparation of the revised versions.

The HRD OP consists of five chapters. The **first chapter** explains the national policy and socio-economic context with the community strategy framework, partnership process, ex-ante and interim evaluation procedures. The **second chapter** includes a medium term needs assessment on human resources development in Turkey and sets out a SWOT analysis and the strategic priorities and approach of Turkey. The **third chapter** outlines the program strategy of the HRP OP, including a description of the five priority axes and related measures. It also refers to the horizontal issues (proposed by the MIPD as cross-cutting themes for all IPA programming in Turkey) explaining how they have been taken into account in the programming of assistance under component IV. This chapter also addresses synergies and complementarities with other forms of assistance. The **fourth chapter** includes, in accordance with the IPA MIFF, the financial allocations for the whole OP and for each priority and measure. The **fifth chapter** includes the implementation provisions, in agreement with the general rules set out in the IPA Implementing Regulation. It focuses on the specific implementing rules concerning the management of Component IV.

The data used are based on the latest data and statistics available by the third quarter of 2012.

1. CONTEXT – CONSULTATION and COORDINATION

1.1. NATIONAL POLICY AND SOCIO-ECONOMIC CONTEXT ON HRD

1.1.1. Demographic Situation

According to TURKSTAT figures, the total population of Turkey which was 74.7 million in 2011 is estimated to reach 74.9 million in 2012 and 81.8million in 2020. The annual growth rate of population has a decreasing trend (2.5 % in 1980, 1.4 % in 2000, and 1.2 % in 2005). It is estimated that it will be 1.3 % in 2012 and 1.0 % in 2020.¹

Table 3: Fertility and Population Growth Rates

	Fertility Rate	Annual Growth Rate of Population (%)
1980	4.3	2.49
1985	3.6	2.17
1990	2.93	1.70
2000	2.38	1.38
2005	2.20	1.22
2006	2.17	1.19
2010	2.08	1.25
2013	2.01	0.98

Source: TURKSTAT. 2008

¹ TURKSTAT, Population Projections and Estimations, Estimations and Projections of population growth rate, 1986- 2025. Population growth rates are estimated and projected based on 2008 Address Based Population Registratio System and Population and Health Surveys. Population projections have been revised according to final result of 2008 Demographic and Health Suvey.

Despite the decreasing trend, Turkey still outperforms EU Member States in terms of both indicators. Turkey has a young population, whose median age is 29.7 in 2011. According to 2000 Census, the rates of population at the age of 15 years and below, between 15-64 years and 65 years and over are 29.8 %, 67.4 % in 2011 and 5.7 % respectively.² In addition to this favourable demographic structure, growth in the economically active population is greater than the growth in general population and the dependency rate has declined continuously following its peak in 1965. The decline in youth dependency has been much steeper. Turkey has a “demographic opportunity window”, which means that Turkey still has a relatively young population, which may provide a chance to sustained economic development and convergence with the EU before the current population ages significantly.

Table 4: Population Projections for Turkey (million persons)

Age Groups	2000	2010	2020	2025
0-4	6.409	6.281	6.253	6.167
5-14	12.496	12.676	12.578	12.541
15-24	12.524	12.487	12.757	12.616
25-64	28.468	36.496	43.246	45.648
65+	4.355	5.063	6.944	8.435
TOTAL	64.252	73.003	81.778	85.407

Source: TURKSTAT, 2008

On the other hand, life expectancy is increasing. In 2000, the life expectancy at birth is estimated to be 71.0 on average, 73.0 for women and 69.0 for men. While life expectancy in urban areas rises to 71.2, 73.8 and 68.6 respectively, it decreases to 67.7, 69.1 and 66.2 in rural areas. This means that in the coming decades Turkey will have a considerable percentage of old-age people which will put pressure on the young population and its economy to sustain a considerable pension burden.

In Turkey, migration from rural to urban areas has intensified since 1960s. While 44% of the population was living in cities in 1980, this rate increased to 59% in 1990 and to 65% in 2000. Increase in urban population continued in the last decade reaching 70% in 2007 and 76% in 2010. In 2011, urban population is 77%.

The population living in the five biggest cities comprises 36% of the total population in Turkey.

1.1.2. Macroeconomic Situation

Economic policies of Turkey experienced a transition beginning in January 1980, with the introduction of an economic programme characterized by a transformation away from the import substitution industrialization policy (characteristic of the previous decades) towards a market-based and export-oriented neo-liberal model. In the last decade, Turkey was hit by several economic crises, the most influential ones being those of April 1994, November 2000, February 2001 and worldwide economic crisis boomed in September 2008 has been affecting Turkey from 2009. As for the first three crises, the most important reason was the volatility of short-term

²TURKSTAT, Turkey's Statistical Yearbook 2004, TURKSTAT Publication, Ankara, 2005.

capital flows caused by the liberalization of capital markets. Other reasons were the high current account and public sector deficits, domestic political and economic instability and exogenous incidents such as the Gulf Crisis in 1990-1991 and the Russia Crisis in 1998.

The most destructive crisis was the one in February 2001 caused by the collapse of the exchange rate-based stabilization program introduced in December 1999. The crisis affected the financial sector at first instance and spread over the entire economy afterwards. The GDP shrank by 7.5% in 2001. However, in 2002 Turkey entered a period of sustained growth as a result of both political and macroeconomic stability. The decisively implemented economic program and structural reform package raised confidence in the market and contributed to attracting considerable foreign investment.

As indicated in the Table 5 below, the Turkish economy has kept sustained growth over 6% in the last 5 years except 2009.

The 2008 crisis on the other hand, affected Turkish economy in many aspects. Since it was a financial oriented crisis and the roots of the crisis arise from financial destruction in USA, the detrimental impacts of the crisis came to Turkish economy about one year later. In 2009, GDP growth rate in Turkey was -4.8 which Turkey had not been faced since the 2001 crisis. Moreover, this global financial crisis also affected employment in Turkey and unemployment rate in 2009 increased up to 15%. In 2010, Turkish economy recovered by various macroeconomic policies - especially monetary policies-. Although through these policies Turkish economy again started to grow as before the crisis, the deterioration of labour market by the crisis could not recover as fast as financial market and some effects of the 2008 financial crisis have still some negative implications on labour market. Although unemployment rate has started to decrease after 2009, it still could not reach to the pace of macro-economic growth.

Table 5: GDP by economic activity (1998=100), GDP growth rates, and GDP per capita

	2006	2007	2008	2009	2010	2011
Agriculture	1,4	-6,7	4,3	3,6	2,4	-
Industry	8,3	5,8	0,3	-6,9	12,6	-
Services	7,2	6,0	0,3	5,2	8,6	-
GDP Growth Rate	6,9	4,7	0,7	-4,8	9,2	8,5
GDP Per Capita (\$)	5.155	5.324	5.288	4.969	5.346	- ³

Source: TURKSTAT

By 2006 GDP per capita had increased by 86.4 % since 2000 despite the considerable impact of the 2001 crisis. In 2011, the growth continued but not as much as in the period 2001 - 2006. In the 9th NDP, it is foreseen that GDP growth rate will be 7% on average in the 2007- 2013 period.

³Not available yet.

GDP per capita, on the other hand, is estimated to reach 10.100 USD with an average increase of 9.9 %.

On the other hand, average GDP per capita of Turkey is approximately half of EU27 average. However, Turkey displays a highly dynamic economy with growth rates which are more than four times as high as those of EU Member States, thus providing an opportunity for sustained convergence over the next few years.

Table 6: GDP Per Capita in PPS and GDP Growth Rate

	GDP Per Capita in PPS			Real GDP Growth Rate		
	2005	2007	2010	2005	2007	2010
EU 27	100,0	100,0	100,0	2,0	3,2	2,0
EU 15	113,0	111,0	110,0	1,8	3,0	2,0
Turkey	43,0	46,0	49,0	8,4	4,7	9,0

Source: EUROSTAT

The inflation rate⁴ is in a downward trend, from 9.3% in 2006, to 8.8% in 2007 and finally 8.6% in 2010. The Central Bank of the Republic of Turkey has shifted to explicit inflation targeting regime in the beginning of 2006 and announced the inflation target as 5% for the year 2006. However, as a result of fluctuations in financial markets arising from the contraction in the liquidity flow in the international markets during May and June, the inflation target could not be achieved and inflation was 9.3% in 2006. After 2006, the target of the Central Bank still cannot be reached because of the global financial crisis whose implications are still valid.

Please see a comparative table below.

Table 7: Inflation Rate

	Annual Average Rate of Change HICPs ⁵					
	2001	2006	2007	2008	2009	2010
EU27	2,2	2,2	2,3	3,7	1,0	2,1
Euro area	2,4	2,2	2,1	3,3	0,3	1,6
Turkey	56,8	9,3	8,8	10,4	6,3	8,6

Source: EUROSTAT

According to Table 8, share of agriculture was 8.3% in 2006 and 8.4% in 2010. From 2006 to 2010, the share of industry in the GDP has decreased from 20.1% to 19.2%, which shows a nearly 1% decrease. For the services sector, in the same period, Table 8 figures out a 0.4% increase in the sector's share in GDP. It can be concluded that while the share of agriculture and services have increased, share of industry has decreased.

⁴ Inflation rate in terms of Consumer Price Index (TUFE) announced by Turkish Statistical Institution (TURKSTAT)

⁵Harmonised index of consumer prices

Table 8: Sectors' Shares in GDP, 2006-2010

	2006	2007	2008	2009	2010
Agriculture	8,3	7,6	7,6	8,3	8,4
Industry	20,1	20,0	19,8	19,1	19,2
Services	71,6	72,4	72,6	72,6	72,0
Total GDP	100	100	100	100	100

Source: TURKSTAT

After the 2001 economic crisis, both inflation and interest rates started to decrease. However these developments, coupled with increasing growth rates, have not had positive effects on the labour market. The economy's ability to generate jobs has been limited. Although real GDP has been increasing, urban employment increased lower than the increase in the growth rate whilst rural employment declined leaving overall employment broadly static. Fast economic growth does not seem to translate into sufficient jobs and employment generation. The economic growth after the crisis was based on the increase of the capacity usage rate and capital stock increases supported with a low employment increase. This kind of growth based on productivity increase might have negative effects on employment in short term, however in long term positive effects are likely.

The highest contributions to growth come from services and industry sectors while the agriculture sector shows a tendency of decrease for longer term.

Table 9: Contribution of Production Factors to Growth

	1985-2000	1985-2010	2001-2010
Contribution of employment increase	25,0	24,4	23,3
Contribution of capital stock increase	67,5	59,7	45,9
Contribution of total factor productivity	7,5	15,8	30,8
Total GDP	00	00	00

Source: Ministry of Development

Table 10: GDP per capita expressed in terms of Turkey average in Priority I Regions and Growth Centres, 2001

NUTS II Region	Provinces (NUTS III Units) In The Region	GDP Per Capita	Growth Centres	GDP Per Capita
TRA2	Ağrı, Kars, Iğdır, Ardahan	34,02	Kars	41,29
TRB2	Van, Muş, Bitlis, Hakkari	34,90	Van	40,03
TRC3	Mardin, Batman, Şırnak, Siirt	46,22	Batman	56,66
TRA1	Erzurum, Erzincan, Bayburt	50,37	Erzurum	49,44

TRC2	Şanlıurfa, Diyarbakır	53,87	Diyarbakır	61,18
TRC1	Gaziantep, Adıyaman, Kilis	65,14	Şanlıurfa	46,97
TR72	Kayseri, Sivas, Yozgat	66,26	Gaziantep	74,23
			Kayseri	84,16
			Sivas	65,19
TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	66,54	Trabzon	70,18
TRB1	Malatya, Elazığ, Bingöl, Tunceli	66,59	Malatya	66,03
			Elazığ	79,40
TR82	Kastamonu, Çankırı, Sinop	69,76	Kastamonu	82,99
TR83	Samsun, Tokat, Çorum, Amasya	72,65	Samsun	78,29
TR63	Hatay, Kahramanmaraş, Osmaniye	74,04	Kahramanmaraş	73,81

Source: TURKSTAT

Table 11: GDP Per Capita in the Priority I Regions, 2001

LEVEL II CODE	NUTS II LEVEL REGION	GDP Per Capita With Current Prices (TL)	GDP Per Capita With Current Prices (\$)	GDP Per Capita With PPP (\$)
TRA1	Erzurum, Erzincan, Bayburt	1.309	1.081	3.088
TRA2	Ağrı, Kars, Iğdır, Ardahan	884	730	2.085
TRB1	Malatya, Elazığ, Bingöl, Tunceli	1.732	1.429	4.084
TRB2	Van, Muş, Bitlis, Hakkari	908	749	2.141
TRC1	Gaziantep, Adıyaman, Kilis	1.693	1.398	3.994
TRC2	Şanlıurfa, Diyarbakır	1.400	1.156	3.302
TRC3	Mardin, Batman, Şırnak, Siirt	1.203	993	2.837
TR63	Hatay, Kahramanmaraş, Osmaniye	1.925	1.589	4.540
TR72	Kayseri, Sivas, Yozgat	1.722	1.422	4.062
TR82	Kastamonu, Çankırı, Sinop	1.813	1.497	4.276
TR83	Samsun, Tokat, Çorum, Amasya	1.889	1.559	4.454
TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	1.730	1.428	4.081
	Turkey Average		2.123	

Source: TURKSTAT

1.2. NATIONAL POLICY FRAMEWORK ON HUMAN RESOURCES DEVELOPMENT

1.2.1. 9th National Development Plan (NDP)

9th NDP covering the 2007 – 2013 period is the main policy document identifying Turkey's priorities in economic, social and cultural fields with a holistic approach.

The priority axes of the NDP relevant to HRD OP are as follows:

- Increasing competitiveness,
- Increasing employment,
- Strengthening the human capital and social solidarity,
- Ensuring regional development, and
- Increasing quality and efficiency of public services.

The axes on “increasing employment” and “strengthening the human capital and social solidarity” are particularly relevant for the HRD OP as they define the overall national framework on human resources policies.

As regards “Increasing Employment” the NDP aims to

- improve labour market conditions
- establish a better linkage between education and labour market
- develop active labour market policies.

As regards “Strengthening the human capital and social solidarity” the Plan aims to

- Improve the education system
- Ensure an efficient health system
- Improve the income distribution, social inclusion and fight against poverty
- Improve the efficiency of the social security system
- Preserving culture, improving culture and strengthening social dialogue.

The HRD OP supports the aims of “Increasing Employment” under its first priority axis by means of special measures for improving public employment services, increasing female participation and employment, decreasing young unemployment and promoting registered employment. Establishing a better linkage between education and labour market and improving the education system have been taken under the second priority axis on Vocational Education and Training. “Improvement on income distribution, social inclusion and fight against poverty” and “Improvement of the efficiency of the Social Security System” are met under the third priority axis. Since financial resources dedicated to the HRD OP are limited, improving the health care system has been excluded from the 2007-2013 programming. In addition, “Ensuring Regional Development” axis of 9th NDP has been addressed by HRD OP the underlying principle of which is a regional development approach based on directing the funds to regions having a GDP per capita lower than 75% of the Turkish average. While the resources will be allocated to all the NUTS II regions, priority will be given to the growth centres defined in the SCF due to their greater potential for development and convergence.

1.2.2. Mid – Term Programme 2011 – 2013

The Medium Term Programme (2011 – 2013) prepared by the Ministry of Development was issued by the Cabinet Decree No. 2010/958 on 08.10.2010 and published in the Official Gazette No.27725 on 10.10.2010. It presents a coherent and consistent set of objectives, policies and priorities on various topics covering the basic development axes and main sectors in addition to macro-level policies.

In the Programme, priorities to be focused on within a three year period have been determined to facilitate the achievement of long term objectives that have been outlined in 9th NDP.

The primary objective of the Medium-Term Programme is to improve the life quality of the Turkish people, caring for the whole society in an environment where Turkey's socio-economic development is accelerated on the road to the EU membership. Furthermore, to provide sustainability and stability of growth, to increase the employment, to improve public balance and to provide stability in prices are primary and revised objectives of the Mid – Term Programme as well.

In order to contribute to the primary objective of the Programme, the main aims of the Medium – Term Programme 2011-2013 related with the HRD OP have been determined as

1. Improvement of Human Resources and Increasing Employability
2. Social Inclusion and Fight Against Poverty
3. Improvement of the Competitiveness of Enterprises
4. Regional Development and Reducing Regional Disparities
5. Good Governance in the Public Sector
6. Providing Flexibility in Labour Market

The aim of “Improvement of Human Resources and Increasing Employability” has been addressed directly with the priorities 1, 2, and 3 of the HRD OP. Priority 1 is on employment and aims to improve the employability of the target groups (women, young unemployed) and to strengthen the capacity of public employment services. Priority 2 is on education and aims to improve enrolment rates especially for girls, thus enabling them to be more qualified and having better opportunity to enter in the labour market. At institutional level this priority supports activities enhancing the quality of education especially by improving the linkage with the labour market. Priority 3 is about Life Long Learning (LLL) and Adaptability. It serves this aim by promoting LLL through the development of the skills and competencies necessary for lifelong learning and through the strengthening of the linkage between LLL and formal education and labour market. The aim on “Improvement of the Competitiveness of Enterprises” is also addressed by Priority 3 by supporting adaptability of employees, employers and enterprises. The aim on “Social Inclusion and Fight against Poverty” has been addressed by Priority Axis 4 that aims at improving coordination of the actors in the field, building mechanisms and connecting them with the labour market, and enhancing better access to social protection services.

1.2.3. ISKUR 2011 -2015 Strategic Plan (*Vision 2015*)

ISKUR’s Strategic Plan covering the period of 2011-2015 aims at:

- Diversify employment services through labour market demands and take an active role in job placement
- Developing, disseminating and maximising efficiency of ALMPs for increasing employability
- Monitoring and evaluating labour market effectively
- Establishing a strong institutional structure

This Strategy is important especially for Priority Axis 1 under HRD OP since the strategical aims are directly related with improving the diversity of employment services (Measure 1.4), increasing employability (Measure 1.1, 1.2 and 1.4), ensuring effective structures for monitoring and evaluation of labour market and strengthening institutional capacity (Measure 1.1, 1.2, 1.3 and 1.4).

1.2.4. Information Society Strategy

The target of the Information Society Strategy that was published in the Turkish Official Gazette on 28.07.2006 is to ensure the sustainability of a competitive and information-oriented economic and social development that will increase social welfare until 2010. In order to reach this target, efforts will be undertaken to increase the widespread usage of computer and internet, to narrow the numerical gap, to enhance the use of information and communication technologies in formal and non-formal education, to support qualified manpower through information and communication technologies, and to support the workforce serving for the information technologies sector.

The HRD OP aims to support this strategy by enabling trainings on ICT usage for workers and by improving ICT usage in education.

1.2.5. Joint Social Inclusion and Social Protection Memorandum (JIM)

The purpose of JIM is to jointly identify the principal challenges, as well as the actual, or envisaged political measures in Turkey, in line with the European objectives to eradicate social exclusion and poverty. JIM includes a wide range of issues like employment, income distribution and monetary poverty, education, housing, health, transport, social security, social services and social assistances. The priorities identified in the JIM constituted the basis for drafting the HRD OP in which an agreed position between Turkey and the Commission has been adapted.

Drafting of the JIM is a joint exercise between the EU Commission and Turkey where the task has been carried out under the coordination of EU Coordination Department of MoLSS with the cooperation of all relevant public institutions, social partners, universities and non-governmental organizations (NGOs). In this scope, five dissemination seminars and several meetings where representatives of the relevant institutions and the EU Commission officials met have been organized in addition to the numerous thematic meetings both at political and technical levels on Turkish side.

As a result of the comprehensive work carried out in the process by the European Commission and Republic of Turkey, key challenges of Turkey in fight against poverty and social exclusion jointly determined have been decided as follows in the draft version that was prepared before the current revision of the HRD OP.

- Low coverage of the compulsory social insurance for unpaid family workers, self-employed and daily waged employees, seasonal workers, those working in informal sector whose income is lower than the minimum wage,
- High incidence of poverty among the employed,
- Low labour force participation rate for women,
- High incidence of maternal and infant mortality in rural areas depending mainly on inadequate access to health care services,

- Regional as well as urban-rural disparities in the provision of health services with regard to the number of beds, doctors and nurses,
- Low quality of health care services,
- Inadequate number of teachers, equipment and schools,
- Gender disparities in access to education especially in rural areas,
- Insufficiency of the budget allocated to education,
- Domestic violence against women,
- High incidence of child poverty and intergenerational transmission of poverty,
- Children, exposed to violence both at home and on streets,
- Low access to employment, education and social services of people with disabilities.
- The inclusion of IDPs and vulnerable persons referred to in MIPD as Roma citizens,
- Lack of sufficient vocational qualifications and limited access to labour market of ex-convicts and ex-prisoners,
- Lack of efficient planning and provision in social protection, social assistance and social services,
- Unfavourable living conditions of people living in gecekondu areas⁶ in the suburbs of large cities, and their limited access to public services.

The drafting process of JIM has been re-started in 2011 on the basis of the changing socio-economic context according to the new template. The revised draft of JIM with its first two chapters has been submitted to the European Commission in February 2012.

1.2.6. Joint Assessment Paper (JAP)

The JAP aims to ensure that candidate countries define employment policies that will prepare them for membership of the EU and progressively adjust institutions and policies to allow them to fully participate in the EU wide employment policy coordination as from accession.

In line with the European Employment Strategy, the preparation process of the JAP started with the formulation of the Employment Background Report in 2003. There are still on-going discussions on the JAP. The next step will be the preparation of a “National Reform Programme” in the areas covered by the JAP. Main findings of the draft JAP have been taken into account in drafting the HRD OP.

As a strategy paper prepared jointly by the European Commission and the Republic of Turkey, the JAP includes a wide analysis of the Turkish labour market together with the challenges, institutional framework and employment priorities. The main challenges outlined in the draft JAP are provided below:

- Declining trend in the labour force participation
- Low level of labour force participation and employment particularly among women
- Lack of investment and job creation
- Deterioration of the situation of youth in terms of access to employment
- Heavy tax and insurance burden on employers

⁶ Low cost apartment buildings or houses that were constructed without proper permissions in a very short time by people migrating from rural areas to the outskirts of the large cities.

- High level of unregistered employment
- Modernizing and strengthening of labour market institutions, notably employment services
- Appropriate management of economic migration
- Regional disparities in terms of labour force participation, employment, access to VET.
- Creating alternative employment opportunities for the rural population
- Highly segmented nature of the employment
- Weak linkage between VET system and labour market
- Lack of LLL strategy
- High number of early school leavers
- Responding to new needs, key competencies and future skills requirements (improve definition and transparency of qualifications, effective recognition, validation of non-formal and informal learning)
- Raising and ensuring attractiveness, openness and quality standards of education and training, broadening supply of education and training opportunities, and ensuring flexible learning pathways
- Administrative capacity for policy planning, delivery and monitoring (structures, mechanisms, staff)

1.2.7. Human Resources Development Strategy

Another sectoral strategy document on human resources is the Human Resources Development Study, a project output proposed in the EU-supported Active Labour Market Programmes Project implemented by ISKUR. The strategy has three components:

- Improving human resources and access to labour market by means of education, vocational education and training,
- Strengthening lifelong learning especially for facilitating social inclusion by increasing access to labour market
- Ensuring partnership with social partners.

Human Resources Development Strategy had been beneficial for the HRD OP both in terms of the content and of the studies and experience in the preparation process.

1.2.8. Life Long Learning (LLL) Strategy

All learning activity undertaken throughout life, which results in improving knowledge, know-how, skills, competences and/or qualifications for personal, social and/or professional reasons is referred as lifelong learning. Life Long Learning Strategy Paper and its annex Turkey Life Long Learning Strategy Action Plan, prepared by under the coordination of Ministry of National Education with related institutions in the framework of adaptation of EU Acquis, were approved by Higher Planning Council of Turkey in 2009. According to Lifelong Learning Strategy Paper, *“continuation of learning throughout life is closely related with the facilitation of qualification-based horizontal and vertical transitions between types and stages of education.”*

LLL Strategy paper was drafted in line with the Strategic Plan of the MoNE under the EU-supported SVET project, aiming new expansions for Turkish Vocational Education System by Projects Coordination Centre with social partners.

Strengthening Vocational Education and Training Project (SVET) covering 2002-2007 years, aimed to strengthen Turkish VET system in line with the socio-economic needs and lifelong learning principles. As the beneficiary of the EU-Funded VET project, the Ministry of National Education conducted important activities regarding Vocational Education and Training. The main objective of SVET is to bring the Turkish VET system up to the EU standards. The project has been implemented in a total of 145 pilot institutions in 30 provinces with the aim of establishing a more qualified vocational education and training (VET) system that is up to the EU standards. Within the framework of the project, various activities were conducted ranging from developing standards for vocational training and VET modules to training school principals, teachers as well as students and establishing VET Information Centres. The Vocational training curriculum developed by the project will be used by the Vocational Qualifications Authority (VQA) for setting national vocational standards within in the scope of this operation.

The LLL Strategy addresses the current state of Life Long Learning in Turkey and sets out key areas for the development of lifelong learning strategy in Turkey. These key areas are:

1. Issuing a Legal Regulation in Which Duties and Responsibilities of the Parties are Expressly Specified for the Coordination of Lifelong Learning
2. Establishing a Lifelong Learning Culture by Increasing Social Awareness
3. Strengthening Data Collection System for Efficient Monitoring, Evaluation and Decision Making
4. Increasing Literacy Rate Through Ensuring Acquisition Of Literacy Skills By All Individuals
5. Increasing Schooling Ratios at All levels of Education, Starting With Basic Education
6. Ensuring that Education Institutes' Physical Infrastructure and Trainer Personnel Number and Quality are Sufficient for Needs
7. Updating Training Programs Continuously in the Direction of Changing Needs
8. Activating Information and Communication Technologies for Individuals to Accommodate with the Changing Needs of the Age
9. Giving Special Importance to Disadvantaged Individuals in the Process of Participation to Lifelong Learning
10. Strengthening Vocational Guidance Services Under the Scope of Lifelong Learning
11. Establishing a Quality Assurance System by Activating Vocational Adequacy System⁷
12. Facilitating Transitions Between Training Programs and from School to Work and from Work to School
13. Reaching Labour Quality to Internationally Competitive Level
14. Providing Share of Funding Lifelong Learning by the Parties
15. Increasing International Cooperation and Mobility Under the Scope of Lifelong Learning
16. Supporting Lifelong Learning Activities in order to Increase the Participation of Elders into Social and Economic Life

⁷It is a system based on national and international vocational standards and body of rules and activities that intend to improve vocational qualifications.

1.2.9. Strategic Coherence Framework (SCF)

In order to provide a frame of reference for RC OP and HRD OP, the Strategic Coherence Framework (SCF) has been prepared under the coordination of the Strategic Coordinator, namely Ministry of Development, by including the contributions of relevant authorities, priorities defined in main strategy documents and contributions of the Commission. As a major strategic document, the SCF takes into account the priorities of the Republic of Turkey and the European Union as stated in major policy documents, especially in the Multi-annual Indicative Planning Document (MIPD). It aims to provide coherence and consistency between the two Operational Programmes for the 2007 – 2013 period. HRD OP has been prepared in line with the SCF. In order to provide coherence with the SCF, several consultation meetings have taken place between the Operating Structure (OS) and the Strategic Coordinator.

Key challenges defined in SCF are,

- Low labour participation rate for women
- High unemployment especially for young
- Problems stemming from decrease of agriculture sector
- Unregistered employment
- Low enrolment rates of girls
- Late enrolments, dropouts and problems of girls' access to education
- Low quality of education
- Mismatches of the labour market and education system
- Inefficient social assistances and social services
- Problems of access to employment, education and social services for disadvantaged persons

Accordingly, the SCF sets out four main priority axes that also constitute the basis for HRD OP. These axes are,

- Attract and retain more people in employment, particularly by increasing labour force participation of women, and decrease unemployment rates, especially for young people.
- Enhance investment in human capital by increasing the quality of education improving the linkage between education and labour market and raising and enrolment rates at all levels of education especially for girls.
- Increase adaptability of workers, enterprises and entrepreneurs, in particular by promoting lifelong learning and encouraging investment in human resources by enterprises and workers.
- Promote an inclusive labour market with opportunities for disadvantaged persons in terms of their sustainable integration into the labour force and combat all forms of discrimination in the labour market.

Thus, the priority axes identified in the HRDOP are fully consistent with the SCF.

1.3. COMMUNITY STRATEGIC FRAMEWORK ON HUMAN RESOURCES DEVELOPMENT

1.3.1. IPA and ESF Regulations

Council Regulation No.1085/2006 on IPA defines the policy area of the Human Resources Development Component. According to Article 11 of the regulation, the HRD Component “*may in particular contribute towards the financing of the type of actions provided for under Regulation (EC) No 1081/2006 of the European Parliament and of the Council of 5 July 2006 on the European Social Fund*”.

The priority axes of the HRD OP comply with the intervention areas that can be supported by the ESF in accordance with Article 3 of Council Regulation No. 1085/2006 and with article 151 of the IPA Implementing Regulation on “*Areas and forms of assistance*”.

According to “*European Social Fund- 50 years investing in People*”, “the priority is to increase adaptability of workers, enterprises and entrepreneurs by improving the anticipation and positive management of economic change. Within this priority, ESF supports the modernisation and strengthening of labour market institutions, on active labour market measures and lifelong learning actions, including within companies” which is directly related with the “education” and “lifelong learning” priority axes of the HRD OP. Promoting participation in the labour market, ensuring accessibility of jobs, preventing social exclusion are among the most outstanding targets of ESF in the 2007- 2013 period. In addition, “strengthen[ing] the capacity of public institutions to develop and deliver policies and services”, “promot[ing] partnerships between employers, trade unions, NGOs and public administrations to facilitate reforms in the field of employment and inclusion” are aimed under ESF, which are among the targets under HRD OP as a horizontal issue relevant for all the priority axes and measures.

Table 12: ESF Areas and Forms and Assistance and HRD OP Measures

Areas and Forms of Assistance	ESF	HRD OP	
	Activities	Priority	Measure
Increase adaptability of workers, enterprises and entrepreneurs, with a view to improving the anticipation and positive management of economic change	Lifelong learning and increased investment in human resources by enterprises and workers;	3	3.1 3.2
			3.2
Enhance access to employment and sustainable inclusion in the labour market of job seekers and inactive people, prevent unemployment, encourage active aging and prolong working lives, increase participation in the labour market	Creation, modernisation and strengthening of labour market institutions	1	1.4
	Implementation of active and preventive measures ensuring early identification of needs	1	1.4
	Improvement of access to employment and increase of sustainable participation and progress of women in employment	1	1.1
Improvement of access to employment and increase of sustainable participation and progress of women in employment	Pathways to integration and re-entry into employment for disadvantaged persons	1 4	1.4 4.1 4.2
	Acceptance of diversity in the workplace	4	1.1

			4.1
Expand and enhance investment in human capital, in particular by promoting	Design, introduction and implementation of reforms in education and training systems, in order to develop employability and labour market relevance	2	2.2
		3	3.1
	Increased participation in education and training throughout the life-cycle	2	2.1
		3	3.1
Strengthen institutional capacity and the efficiency of public administrations and public services at national, regional and local level and, where relevant, the social partners and non-governmental organisations with a view to reforms and good governance in the employment, education and training, as well as social fields.	1	1.4	
	5	5.1 5.2	

1.3.2. European Employment Strategy– Europe 2020

The European Commission has published a Communication called “Europe 2020 - A European strategy for smart, sustainable and inclusive growth” on 3 March 2010.

The Commission also adopted a Recommendation for a Council Recommendation on broad guidelines for the economic policies of the Member States of the Union and a Proposal for a Council Decision on guidelines for the employment policies of the Member States on 27 April 2010, both forming the two parts of the Europe 2020 Integrated Guidelines.

As stated in the Explanatory Memorandum of the Recommendation for a *Council Recommendation of 27.4.2010 on broad guidelines for the economic policies of the Member States and of the Union- Part I of the Europe 2020 Integrated Guidelines* {COM(2010) 193 final}, on 26 March 2010, “the European Council agreed to the European Commission's proposal to launch a new strategy for jobs and growth, Europe 2020, based on enhanced coordination of economic policies, which will focus on the key areas where action is needed to boost Europe’s potential for sustainable growth and competitiveness.”

The Europe 2020 Integrated Guidelines for employment and economic policies have been adopted as the following two legal instruments:

- *A Council Recommendation of 13 July 2010 on broad guidelines for the economic policies of the Member States and of the Union -Part I of the Europe 2020 Integrated Guidelines;*
- *A Council Decision of 21 October 2010 on guidelines for the employment policies of the Member States -Part II of the Europe 2020 Integrated Guidelines.*

The Europe 2020 strategy identifies the current challenges of the European Union and defines the new strategies to be applied for achieving Europe 2020 targets and priorities.

Three priorities are:

- **Smart growth** – developing an economy based on knowledge and innovation.
- **Sustainable growth** – promoting a more resource efficient, greener and more competitive economy.

- **Inclusive growth** – fostering a high-employment economy delivering economic, social and territorial cohesion.

Education and training policies are keys if Europe is to meet its ambitions. Modernising universities and opening up university education to more people are important for smart growth; building quality and access in basic education and lifelong learning will help deliver inclusive growth.

The strategy proposes seven flagship initiatives to boost growth and employment. They include 'Youth on the Move', which aims to improve the performance and international attractiveness of our higher education institutions and raise the quality of all levels of education and training in the EU, combining both excellence and equity.

In order to measure progress in the implementation of Europe 2020, 5 headline targets have been agreed for the whole of the EU. According to these Europe 2020 targets,

- The employment rate of the population aged 20-64 should increase from the current 69% to at least 75%, including through the greater involvement of women, older workers and the better integration of migrants in the work force.
- A target on educational attainment which tackles the problem of early school leavers by reducing the dropout rate to 10% from the current 15%, whilst increasing the share of the population aged 30-34 having completed tertiary education from 31% to at least 40% in 2020.
- The number of Europeans living below the national poverty lines should be reduced by 25%, lifting over 20 million people out of poverty.
- 3% of the EU's GDP (public and private combined) should be invested in R&D/innovation.
- Greenhouse gas emissions should be reduced by at least 20% compared to 1990 levels or by 30%, if the conditions are right; the share of renewable energy sources in Europe's final energy consumption will be increased to 20%; and a 20% increase in energy efficiency should be maintained.

These targets are interrelated. For instance, better educational levels help employability and progress in increasing the employment rate helps to reduce poverty. A greater capacity for research and development as well as innovation across all sectors of the economy, combined with increased resource efficiency will improve competitiveness and foster job creation. Investing in cleaner, low carbon technologies will help our environment, contribute to fighting climate change and create new business and employment opportunities. These targets, particularly the first three, are addressed in the HRD OP under employment, education and social inclusion priority axes. Increasing the employment rates; better integration of women and the working age population as well as the disadvantaged people are addressed by Priority Axes 1 and 4. Increasing the educational attainment, preventing early school leaving and drop outs are addressed by Priority Axis 2. Reducing poverty is addressed by Priority Axis 4. In addition, the fourth target can be regarded as implicitly addressed in the HRD OP under Measure 3.2, more specifically, "to

increase adaptability of employees and employers by investing more in human capital” through innovative and sustainable forms of work organisation and supporting labour productivity.

1.3.3. Employment Guidelines

The Integrated Guidelines of the Europe 2020 Strategy pertaining to the coverage of the HRD OP are as follows:

- Guideline 7: Increasing labour market participation and reducing structural unemployment
- Guideline 8: Developing a skilled workforce responding to labour market needs, promoting job quality and lifelong learning
- Guideline 9: Improving the performance of education and training systems at all levels and increasing participation in tertiary education
- Guideline 10: Promoting social inclusion and combating poverty

These guidelines have been taken into consideration in the preparation of the HRD OP and it will be in line with these recommendations.

1.3.4. Strategic Community Guidelines

The Strategic Community Guidelines 2007-2013 put special emphasis on the development of education systems, focusing on the Lisbon objectives and the Integrated Guidelines for Growth and Jobs. The Community Guidelines aim to reduce regional and social disparities by means of structural funds. IPA regulation clearly states the purpose in supporting Turkey in human resources development and in the preparation for the implementation and management of the Community’s cohesion policy, in particular for the ESF. The aim is to enable effective ESF implementation by 2014.

Guidelines for Cohesion Policy 2007-2013 covering four main areas have been outlined below.

1. Making Europe and its regions more attractive places to invest and work:

The HRD OP will be implemented by focusing on the less developed Priority I regions in Turkey. This approach is expected to contribute to make these regions more attractive while in the convergence frame with more developed regions in Turkey.

2. Improving knowledge and innovation for growth

- Increase and improve investment in R&D
- Facilitate innovation and promote entrepreneurship
- Promote the information society for all
- Improve access to finance

This guideline is rather connected with the Regional Competitiveness Operational Programme (RC OP); however the HRD OP will be the basis for improving knowledge and innovation, by supporting investment in Human Capital. While the RC OP aims to promote entrepreneurship, the HRD OP envisages entrepreneurship as a tool to improve the employability of the unemployed target groups.

3. More and better jobs

- Attract and retain more people in employment and modernise social protection systems
- Improve adaptability of workers and enterprises and the flexibility of the labour market
- Increase investment in human capital through better education and skills
- Administrative Capacity

This guideline will be addressed under priority axes 1, 2 and 3.

1.3.5. Multi-Annual Indicative Planning Document (MIPD)

The Multi-Annual Indicative Planning Document (MIPD) is the main programming document for IPA in Turkey. It sets out the EU's priorities for assistance to Turkey for the programming periods of 2007-2011 and 2011-2013.

The MIPD 2011-2013 refers to the Europe 2020 agenda by pointing at its emphasis on reforms. Also, there is a reference to the national strategies which are 9th National Development Plan (NDP) 2007-2013, National Programme for the Adoption of the *acquis* (NPAA), "EU Strategy for Turkey's Accession process – 2010-2011 Action Plan" and it is emphasized that priorities of the MIPD are directly derived from these strategy documents.

The following priorities for IPA support over the period covered by this MIPD have been identified:

- To make progress in the critical areas of rule of law in order to tackle key reforms of the judiciary and fundamental rights.
- To adopt the *acquis* in areas where there is complex legislation or costly requirements to adopt EU standards in areas such as transport, agriculture, food safety, environment, climate change and energy.
- To support Turkey in its economic and social development and to enhance competitiveness.

Horizontal priorities that will be supported as cross-cutting themes are participation of civil society, participation in EU programmes, a high degree of protection of the environment, mainstreaming of climate change considerations, equal opportunities for men and women, support to disadvantaged and vulnerable groups as well as the development of good neighbourly relations. These horizontal priorities may be supported in their own right or as part of programmes and projects in other priority areas.

After conducting a limited assessment of the MIPD 2009-2011 and consulting it with the Turkish authorities the European Commission concluded in its assessment completed in early 2010 that the strategic priorities could remain in place for one more year as based for IPA 2010 programming. The MIPD 2011-2013 puts the stress on ownership and a more sector based approach towards setting priorities for assistance. This has been achieved by a higher degree of involvement of the Turkish authorities in the selection of priorities, a closer link to political reform priorities in the different fields and where possible a better alignment with existing national sector strategies.

The outcome of these consultations revealed broad support for the priorities and sectors selected and led to revisions of the draft document. In particular the following further adjustments were made to the MIPD:

Activities in the area of Public Administration Reform were removed as separate sector and were integrated in other areas of the MIPD.

More emphasis was put on horizontal priorities such as gender equality and civil society support. Further improvements were made to the drafting of the background and objectives and indicators inside sectors.

MIPD sets out the main sectors for EU support for 2011- 2013 and social development is one of these sectors as the one which is directly related to IPA Component IV.

Besides the NDP, for the moment no single comprehensive strategy exists for this sector as a whole. However, a number of key documents such as the NPAA, the NDP, the Strategic Coherence Framework (SCF), which provide the strategic framework for the programming of IPA assistance under the Regional Development and Human Resources Development components for IPA. In particular, the Operational Programme for IPA component IV is the basis for the priorities to be supported under this sector. A focused and well-coordinated approach between the different IPA components will be necessary in order to ensure effectiveness.

Assistance provided under this component directly promotes the priorities of the Europe 2020 strategy of education, skills and lifelong learning, and the promotion of social inclusion and fighting poverty, with a particular focus on the support for disadvantaged groups.

Assistance under Component IV is implemented through a single operational programme for Human Resources Development (HRD OP), which consists of four main priorities and a set of appropriate measures under each priority. The implementation of the HRD OP started with the adoption of the Commission decision on the conferral of decentralised management and the signature of the Financing Agreement in the second half of 2009. In 2010 the HRD OP is updated in order to add the financial allocations for the years 2010 and 2011 and to adapt the related indicators accordingly.

The HRD OP has taken on board the expected results mentioned in the MIPD in the development of its programme strategy. The formulation of priority axes and expected results is explained in the second chapter and a comparative table has been annexed (Annex I). The table outlines the coherence between priorities of ESF and the MIPD vis-à-vis the HRD OP and shows which activities will be financed to reach the expected results.

According to the MIPD, equal opportunities and non-discrimination will be respected as regarding gender at the programming and implementation stage. Disadvantaged groups' concerns will be reflected in the activities under IPA, in particular when it concerns public services, legislative matters and socioeconomic development.

1.4. PARTNERSHIP CONSULTATION

1.4.1. Drafting of HRD OP⁸

Applying the principle of partnership is a key element of all IPA interventions. The application of this principle will improve the mechanisms for experience and knowledge sharing among stakeholders, build up opportunities for more creative ways to address problems, allow a more effective management of actions based on multiple dimensions (involving a wide range of stakeholders or perspectives) and multiple levels of intervention (national, local) and guarantee high level of compliance of selected actions with real needs. The main goal of this principle is to ensure the participation of the social partners and other stakeholders in the preparation, implementation, monitoring and evaluation of IPA support.

As discussed under 1.1, the HRD OP takes into account several strategic documents such as the JIM, JAP, and LLL Strategy. All these aforementioned documents have been prepared in consultation with relevant public institutions, non-governmental organisations, social partners, and universities. These consultations took place between 2004 and 2006 and its result has already had an impact on the content of the HRD OP.

In addition to this wide previous consultation, the partnership principle has been ensured during the HRD OP preparation by the following mechanisms:

- Social partners and NGOs from a variety of fields have been actively involved in developing the HRD OP.
- Two committees were formed in view of drafting the HRD OP. First, in order to provide strong awareness and ownership, a High Level HRD Committee was established with the participation of high ranking representatives of all relevant stakeholders. In addition, a Technical HRD Committee was set up, consisting of experts from all relevant stakeholders.
- One major public awareness activity has taken place during the drafting process of HRD OP: on 18-19 December 2006 a conference was organized with the support of the European Training Foundation in order to introduce IPA in general, and the HRD OP in particular, to several public institutions and social partners.

The partnership principle will be ensured at the level of HRD OP implementation by means of the following mechanisms:

- The Sectoral Monitoring Committee for HRD component will include main stakeholders.
- The evaluation subcommittee which will be established under the HRD Monitoring Committee will consist of members of key institutions participating as well in the monitoring committee.
- In the course of individual action implementation, criteria will be used to evaluate proposals with incentives to partnership.
- Social partners and NGOs will be involved in the implementation of the measures.

⁸ Names of the institutions in this part are the names that were valid in the period of preparing the initial draft of the HRD OP.

- Technical Assistance Component of HRD OP targets to improve capacity on project design, implementation and policy making for an efficient programming.

The following relevant institutions and social partners have taken part in HRD OP (initial draft) preparations:

- Ministry of Finance
- Ministry of National Education
- Ministry of Health
- Ministry of Transport
- Ministry of Agriculture and Rural Affairs
- Ministry of Industry and Trade
- Ministry of Environment and Forestry
- State Planning Organization
- Undersecretariat of Treasury
- European Union Secretariat General
- DG on Social Services and Child Protection
- DG on Social Assistance and Solidarity
- DG on Foundations
- DG on Women Status
- DG on Family and Social Research
- TURKSTAT
- Council of Higher Education
- Housing Development Administration
- Administration for the Disabled People
- Small and Medium Enterprises Development Organization (KOSGEB)
- National Productivity Centre
- Turkish Confederation of Employer Organizations (TISK)
- Confederation of Turkish Employees (TURK-IS)
- Hak-Is Confederation (HAK-IS)
- DISK Confederation (DISK)
- KAMUSEN Confederation (KAMUSEN)
- KESK Confederation (KESK)
- MEMURSEN Confederation (MEMURSEN)
- BASK Confederation (BASK)
- The Union of Chambers and Commodity Exchanges in Turkey (TOBB)
- Confederation of Artisans and Craftsmen (TESK)

The process of partnership consultation started with the establishment of the High Level HRD Committee. The first meeting was organized on 8 May 2006 in which information was provided for the new programming period and IPA. The need of a strong partnership approach has been shared with the high-ranking representatives of the stakeholders. The need for active participation in drafting the HRD OP was underlined.

The first Technical HRD Committee meeting was organized on 24 July 2006. The Technical HRD Committee meeting of 15 August 2006 established its internal operational rules, such as the sending off contributions of Technical HRD Committee members to the MoLSS via e-mail and correspondence to be done accordingly. Besides this, and in order to set up a rapid

communication mechanism among the members of the Technical HRD Committee, an e-mail communication group was established.

The Technical HRD Committee members were provided with information on the content of the OP and with a draft template to submit their proposals for measures and eligible actions. The first draft outline was composed with the feedback of the stakeholders with a bottom-up approach in September 2006 and sent to all stakeholders to obtain their comments.

During the revision of the HRD OP draft, close cooperation was maintained especially with MoNE by means of several bilateral meetings. The second draft of HRD OP was sent simultaneously to the Commission and the Technical HRD Committee Members. Afterwards, it has been sent to 43 Governorships in 12 eligible NUTS II regions on 10 August 2007. The respective opinions and comments have been integrated in the HRD OP. On the other hand, each province has appointed one IPA HRD OP contact person.

As a result of the consultation of the governorships, the following points have been noted and integrated/ strengthened in the HRD OP.

- The priority areas and measures are in line with the requirements and comments of the local administrators
- The local administrators underline the need to create new workplaces while giving necessary trainings, the HRD OP will tackle this need by providing max. Collaboration with RC OP.
- Lack of administrative capacity on project designing and implementation has been identified as an issue that needs to be addressed. The technical assistance component will be used as a tool to provide the necessary training and support in this regard.
- Awareness raising activities will be necessary in order to get a sufficient number of high quality projects and to explain the intervention areas of the different OPs. The Technical assistance component under the HRD OP has a separate measure in order to meet this need.

During the drafting process, other platforms have also been used for partnership consultation. A working group has been established under the EU-funded “*Strengthening Social Dialogue for Innovation and Change in Turkey*” project. The project was used as a tool for cooperation with social partners. Five workshops were organised where main policy areas of the ESF and IPA process were discussed with social partners. As a result of this working group, four operation proposals in line with the priorities and measures of the HRD OP were prepared. The outputs of the working group were shared during an awareness raising conference on 24 May 2007.

In order to ensure complementarity and consistency with the other Operational Programmes, some representatives of the Social Dialogue Working Group mentioned above were nominated to take part in the studies of other OP’s. Moreover, close contact was established with the ***Ministry of Industry and Trade*** to ensure regular dialogue and exchange of information on the interventions of the RC OP and the HRD OP which require close cooperation. Within the framework of the Technical HRD Committee, three meetings have been organized to date (on 5th of October 2006, 3rd of November 2006 and 29th June 2007). Coordination with MoIT during the implementation phase of the two OPs will continue. As regards Rural Development Component, two meetings were organized with the ***Ministry of Agriculture and Rural Affairs***.

MoLSS has also appointed coordinators for the *Transport and Environment OPs* and has been involved in the Steering Committee of the *IPA Rural Development Programme* to contribute to the preparation process of these OPs in a way to ensure complementarity and to define demarcation between the HRD OP and these OPs.

In order to improve the partnership mechanism, HRD OP envisages special provisions under the technical assistance component. The technical assistance component is intended to help the stakeholders improve their capacity both in project design and implementation, as well as in policy development for the next programming periods.

Table 13: Meetings and Activities on Partnership

Date	Meeting
8 May 2006	High Level HRD Committee Meeting
27-29 June 2006	Trainings with Technical HRD Committee Members
2-8 July 2006	Trainings with Technical HRD Committee Members
6 July 2006	Social Dialogue Project Working Group Meeting
24 July 2006	Technical HRD Committee Meeting
31 July 2006	Technical HRD Committee Meetings on Employment, Education and Social Inclusion
1 August 2006	
15 August 2006	Technical HRD Committee Meeting
19 September 2006	Social Dialogue Project Working Group Meeting
5 October 2006	Bilateral meeting with Ministry of Industry and Trade
3 November 2006	Bilateral meeting with Ministry of Industry and Trade
21 November 2006	Social Dialogue Project Working Group Meeting
17-18 December 2006	Awareness raising conference
January – February 2007	Bilateral meetings with Ministry of Agriculture and Rural Development
21 February 2007	Social Dialogue Project Working Group Meeting
February 2007	Bilateral meeting with MoNE
3 April 2007	Social Dialogue Project Working Group Meeting
24 May 2007	Awareness raising conference
June –July 2007	Bilateral meetings with MoNE
10 August 2007	Consultation of 43 provincial governorships in the 12 NUTS II Regions

1.4.2. Revising the HRD OP for 2012 – 2013

The revision process for the 2012-2013 period was carried out in a participatory way. Major stakeholders were invited and participated in consultation events. During the revision process, special attention was given to partnership consultation aiming at taking into consideration the experience gained in the previous period, ensuring an effective consultation process is seen as critical for the success of the following phases such as implementation, monitoring and evaluation. In this context, consultation meetings were held in order to ensure active participation of the stakeholders.

The first consultation meeting was held on 27 December 2011. The main subject of the meeting was to discuss and revise the "indicators identified for the HRD OP. This effort has been performed under the leadership of the HRD OS who coordinated the process and requested input from all relevant institutions. The stakeholders have been requested to provide data to constitute the basis of revision process, in addition to the studies about indicators that have already been made during the whole period.

During the consultation process, eligible actions and final beneficiaries were also discussed as main subjects of the second consultation meeting organized by HRD OS and convened on 29 December 2011 with all relevant institutions. Similarly, the HRD OS requested creative and innovative suggestions to be integrated as eligible actions and recommendations on potential final beneficiaries.

Table 14: HRD OP 2012 Revision Meetings Participant Institutions

Ministry for European Union Affairs
Ministry of Science, Industry and Trade
Ministry of Labour and Social Security
Ministry of Culture and Tourism
Ministry of National Education
Ministry of Health
Agricultural and Rural Development Support Institution
The Scientific and Technological Research Council of Turkey (TÜBİTAK)
Union of Municipalities of Turkey
Turkish Confederation of Employer Associations (TISK)
Confederation of Turkish Employees (TURK-İŞ)
Hak-Is Confederation (HAK-İŞ)
Social Security Institution (SSI)
Turkish Employment Agency (ISKUR)
Confederation of Artisans and Craftsmen (TESK)
The Union of Chambers and Commodity Exchanges in Turkey (TOBB)
Council of Higher Education (YOK)
Investment Support and Promotion Agency
Ankara Development Agency
Small and Medium Enterprises Development Organization (KOSGEB)

In order to review the current situation in the revision of HRD OP for 2012 - 2013, the European Training Foundation (ETF) organised a workshop on 20-21 March 2012 with the participation of the Operating Structure, European Commission operation beneficiaries, social partners and other stakeholders. The aim of the workshop was to review the HRD OP in light of the HRD Review prepared by the ETF. The review has substantially contributed to the revision process. The outcomes of the workshops held during the event have been integrated to the relevant priority axes and measures of the revised HRD OP.

1.5 EX-ANTE EVALUATION⁹

An ex-ante evaluation of HRD OP has been carried out in accordance with the Article 166 of the draft IPA Implementing Regulation.

The ex-ante evaluation has been conducted by the technical assistance project called “*Support to State Planning Organization to Build Capacity at Central; Regional and Local Level to Implement Economic and Social Cohesion Measures*”, by a consortium led by The Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ).

⁹ Names of the institutions in this part are the names that were valid in the period of conducting the ex- ante evaluation.

Although the Project was prepared by the Strategic Coordinator - SPO, as it also covered the evaluation of the SCF and the OPs under component III, evaluation of the HRD OP has been carried out under the responsibility of the MoLSS through an interactive process based on a constructive dialogue between MoLSS staff and the independent expert.

Following an interim assessment report on the first draft of the OP delivered on 3 March 2007, the revised final ex-ante evaluation report was submitted on 5 October 2007. The current version of the OP was built on the results of the final ex-ante evaluation report which constitutes an integral part of the OP. During the evaluation and drafting process of the HRD OP, priorities and measures have been reviewed and downsized in order to establish synergies between measures and increase the overall impact of the programme.

The key points of the final ex-ante evaluation report and responses taken are provided below.

Table 15: Ex Ante Evaluation Findings and Actions Taken

Ex Ante Evaluation Report		HRD OP
Page	Finding	Action
16	<p>Partnership Approach</p> <ul style="list-style-type: none"> The scope of institutions participating in the consultation process has to be significantly widened and must include NGOs, regional labour market actors and representatives of the target groups. MoLSS should follow the advisory note on partnership building and thus shape the procedures of cooperation between and with stakeholders in a more coherent way. MoLSS should widen the scope of consulted institutions by incorporating NGOs or NGO representatives, regional actors and boards as well as target group representatives. 	<ul style="list-style-type: none"> In order to integrate the comments of local administration, opinions of 43 province under 12 eligible NUTS II Regions have been taken. In order to build a more coherent partnership MoLSS has put activities under Technical Assistance component, which will assist both MoLSS and stakeholder to establish a better partnership. In order to provide a better consultation mechanism with the NGO's and ensure their presentation in the Monitoring Committee OS will support establishment of forum for NGO's under Technical Assistance component.
24	<p>Analysis of The Current Situation</p> <ul style="list-style-type: none"> It is therefore recommended to add economic performance data for Turkish SMEs and data regarding the productivity of the Turkish economy which could be obtained from the RCOP analysis. 	<ul style="list-style-type: none"> This recommendation has not been integrated in the HRD OP since it was a subject of the RC OP. As far as it interest the adaptability the necessary data has been taken under the measure from RC OP to provide coherent action between two OP's.
29	<ul style="list-style-type: none"> Regarding the social inclusion part, there could be more explanations regarding the situation of the different target groups. 	<ul style="list-style-type: none"> Necessary information about the target groups for disadvantaged person has been added to the text.
57	<p>Effectiveness of the planned strategy</p> <ul style="list-style-type: none"> The Operating Structure should enrich the foreseen activities by emphasizing a stronger involvement of social partners and private institutions and promote more comprehensive cooperation between the public and the private sector. 	<ul style="list-style-type: none"> The OS aims in any measure and activity the cooperation between private and public sector. Private and Public sector cooperation is selection criteria for all measures. Furthermore the finding derives mainly for the comments on measure 3.1, in order to strengthen the private sector involvement and 3.2 about the involvement of employers, in order to overcome the possible weakness' the activities have been revised accordingly.

61	<ul style="list-style-type: none"> For measure 1.2 it has been stated that “The measure does not foresee activities in relation to career planning which might open Turkish women's' eyes for the opportunities they have.” 	<ul style="list-style-type: none"> Activities have been added under eligible actions in order to ensure career planning activities for target group women.
63	<ul style="list-style-type: none"> For measure 3.2 it has been stated that “There is no training foreseen for employers. It will thus be difficult to get them involved, without which achievement of objectives seems almost excluded.” 	<ul style="list-style-type: none"> Activities have been added under eligible actions in order to ensure the involvement of the employers.
64	<ul style="list-style-type: none"> As far as the gecekondur issue is concerned, there should be a stronger focus on community centres to be erected within these areas which would take account of the often weak infrastructure and allow people to stay there and use public services on the spot. 	<ul style="list-style-type: none"> As regards to community centres on measure 4.2, activities under this measure envisage the usage of these centres as well, however it will be not possible to establish new community centres, while it will require an infrastructure investment which doesn't seem eligible and will cost much.
69	<p>Quantification of Objectives</p> <ul style="list-style-type: none"> In general, the European Commission looks for a smaller set of indicators. According to Art. 155 No. 2 lit. d), the targets “shall be quantified, when appropriate, using a limited number of result indicators. These indicators shall make it possible to determine the progress for implementing the selected measures, including the effectiveness of the targets attached to the priority axis and measures”. The Operating Structure should yet not try to cover all target regions and growth centres when it comes to studies and analyses. Achieving such a target is very likely to fail 	<ul style="list-style-type: none"> Generally all the indicators of the HRD OP have been revised in line with the approach of the Commission. Activities for studies and analysis have been taken out from the HRD OP.
71	<p>Indicators</p> <ul style="list-style-type: none"> New indicators should be added like number of childcare and elderly care facilities, number of women using the childcare and elderly care facilities 	<ul style="list-style-type: none"> Putting number of childcare and elderly care facilities is not meaningful due to the fact that investment and building a facility is not possible in HRD OP and accordingly it is not possible to put a target. Other related indicators have been revised already.
72	<ul style="list-style-type: none"> No operation regarding employment guaranteed courses. Either add an operation or delete indicators. 	<ul style="list-style-type: none"> Operation is added.
73	<ul style="list-style-type: none"> Add indicator: Number of databases and information systems 	<ul style="list-style-type: none"> Related operation has been already deleted.
74	<ul style="list-style-type: none"> Number of monitor mechanisms should be added, result indicator should be increased 	<ul style="list-style-type: none"> The comments are reflected to the indicators.
75-79	<ul style="list-style-type: none"> Comments on the education and LLL indicators 	<ul style="list-style-type: none"> There has been already a comprehensive revision on the education indicators. The comment made is out of date.
82	<ul style="list-style-type: none"> Indicator not consistent: “training systems” should be developed, but only “trainings” will be counted. Objective not reflected in an operation as far as work organisation is concerned. Indicator is not backed by an operation, only by the specific objective. 	<ul style="list-style-type: none"> Training systems sentence is changed as trainings. Work organisation comment is reflected to the indicator. Training for employers is added.

	Training for employers should be added.	
83-84	<ul style="list-style-type: none"> Indicator needed: number of programmes. Number of people benefiting from guidance and counselling service must be higher. Indicator needed: number of awareness raising actions (output) number of people reached (result). Add surveys to sources of verification. Ratio of 1:10 between trainings and participants seems rather low, should be enhanced. 	<ul style="list-style-type: none"> Programme based operation is deleted. Indicator is revised and the comment is reflected into it. The output indicator and result indicator approaches are different between Commission and Ex-ante evaluation team. Commission's approach is followed. Surveys are added to s.o.v. It has been already revised.
85-86	<ul style="list-style-type: none"> Indicator needed: number of staff trained on database usage. Indicators needed based on financial support of described activities. Additional indicators desirable for report requirements. 	<ul style="list-style-type: none"> It has been already reflected. The comment is not clear. No change. These have already been reflected.
87-88	<ul style="list-style-type: none"> Indicators needed 	<ul style="list-style-type: none"> The comments are reflected to the tables. New indicators are added.
91	<p>Sustainability of Results</p> <ul style="list-style-type: none"> A certain level of institutional and financial sustainability might be achievable if eligible activities listed in the TA chapter will be carried out. Yet, in relation to project promoters, the TA chapter is still quite weak and does not foresee targeted activities which might encourage any kind of sustainability-driven actions. The lack of a coherent mainstreaming strategy is a serious drawback for the process of achieving long term financial and – more important – policy sustainability. 	<ul style="list-style-type: none"> In order to provide sustainability of results, project promoters will be asked to provide necessary data on how they will ensure sustainability in the frame of administrative, financial and activity based actions. This will be pre-requisite for the project selection. Furthermore, trainings will be given to project promoters on these issues as well under Technical Assistance component. In order to establish a mainstreaming strategy the Programming unit has been appointed. It will be the task of this unit to disseminate the results from the 12 NUTS II regions on national level and manage mainstreaming activities.
	<p>Absorption Capacities</p> <ul style="list-style-type: none"> There are still doubts about grant schemes when it comes to measures where the participation of NGOs, private sector institutions and especially enterprises is foreseen. Even the growth centres will probably not have enough well-equipped institutions which could present eligible applications to the Operating Structure 	<ul style="list-style-type: none"> MoLSS and its affiliated bodies and other public institutions are having enough experience on former Grant Scheme Programmes which have been successfully implemented. Furthermore MoLSS as OS will provide technical assistance support and consultancy for potential project promoters necessary activities are integrated under the TA component.
129	<p>Conclusions and Recommendations Regarding HRDOP Implementation</p> <ul style="list-style-type: none"> The foreseen division of units within the HRDOP OS should be revised and streamlined in the view of the recommendations on IPA structures formulated by the ESC project. Thus, instead of five units there should only be three (Programming, Monitoring & Evaluation, Technical Assistance & Implementation, and Quality Assurance & Control). Functions and staffing of the units' employees have to be described in detail at 	<ul style="list-style-type: none"> The foreseen structure has been developed in line with the consultation process with the NAO which will be responsible for the national accreditation. Regarding the functions and responsibilities of each unit the OS does not agree that Programming, Monitoring and Evaluating should gathered under one unit as well as technical assistance and Implementation Units. In line with the on-going training and work load analysis such information will be integrated on the

<p>least in the Implementation Manuals</p> <ul style="list-style-type: none"> • The institutions invited for membership to the Sectoral Monitoring Committee should be listed in detail. • The setup of the Monitoring Committee should ensure the representation of regional and local actors from the targeted 12 NUTS II regions and 15 growth centres. This does not mean that every target area should be represented, but the programme should avoid focusing only on central government and Ankara-based stakeholders. • The gender balance within the Monitoring Committee should be ensured by the OS by setting up clear regulations. Rules of procedure have to be set up as soon as possible. • The steering functions of the MIS for the achievement of programme objectives should be reflected within the OP. It is also needed to describe the cooperation with the other OSs in general and Ministry of Development in particular. • The establishment of a functional independent evaluation team should be avoided in order not to produce overlapping tasks with the Evaluation Subcommittee. • The roles and functions of institutions supporting the OS in the implementation of HRDOP should be formulated in detail with a view to the transfer to accredited Implementing Bodies. • The Selection Committee should be organised as a sub-committee of the Sectoral Monitoring Committee. • Ministry of Development should urge MoLSS to develop a transparent delivery mechanism and describe it in detail in chapter 5 of HRDOP. • MoLSS should enhance the communication strategy with elements directed at the final beneficiaries' active participation and develop a mainstreaming strategy in order to ensure the impact of HRDOP. 	<p>manual and OP.</p> <ul style="list-style-type: none"> • The institutions invited for membership are already mentioned under the partnership section. In order to avoid duplication, in the implementation section a different approach has been followed and they have been stated as groups. • The regional and local actors will be able to take part in the Monitoring Committee meetings with the new set up • Gender balance issues will be dealt in the Implementation manuals. • Such details will be dealt after their finalisation in the Implementation manuals. • The establishment of a functional independent evaluation team was a recommendation of the Commission. In order to • Such details will be dealt after their finalisation in the Implementation manuals. • Such details will be dealt after their finalisation in the Implementation manuals. • Such details will be dealt after their finalisation in the Implementation manuals. • Such details will be dealt after their finalisation in the Implementation manuals. • Such details will be dealt after their finalisation in the Implementation manuals.
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1.6 INTERIM EVALUATION

The interim evaluation of HRD OP conducted in 2011 made an independent assessment of the overall relevance, effectiveness and efficiency of the implementation of the HRD OP with a view to provide all the stakeholders with reliable data, analysis and feedback.

The interim evaluation has been conducted under the Technical Assistance Priority Axes of HRD OP, by a consortium led by *IBF International Consulting*.

The specific objectives of the interim evaluation were:

- to assess the relevance (in particular with the strategic documents such as the Strategic Coherence Framework, Multi-Annual Indicative Planning Document, employment guidelines, strategic community guidelines and the Lisbon Strategy), efficiency, effectiveness of the programme.
- to assess the complementarity between the HRD OP and Regional Competitiveness Operational Programme (RC OP),
- to provide data on the output and result indicators agreed upon in the HRD OP that cannot be obtained through monitoring system,
- to assess the achievement of the horizontal principles.
- to identify best practices, factors for success and failure and provide recommendations to improve the remaining programming and implementation of the HRD OP.

The Interim Evaluation team has carried out desk studies, has held more than 52 meetings with the key stakeholders at both central and regional levels, and has conducted qualitative and quantitative surveys.

The Interim Evaluation team has identified 30 main recommendations that are shown in the table below. Actions to be taken for these findings and recommendations are already under implementation by the OS. Moreover, findings and recommendations of the report are taken into consideration during the revision of HRD OP for 2012-2013.

Table 16: Interim Evaluation Findings

Interim Evaluation Report	
Page	Finding
9	<p>Efficiency and effectiveness of the HRD OP management structure</p> <ul style="list-style-type: none"> • MoLSS should ensure far more pragmatism and flexibility based upon know-how and knowledge of “content” instead of narrowly focusing on administrative procedures • MoLSS should ensure stronger commitment and involvement from the Operation Beneficiaries
9	<p>Monitoring Arrangements, notably the Monitoring Information System, MIS</p> <ul style="list-style-type: none"> • MoLSS should ensure that the MIS system becomes more user-friendly or at least open up for a dialogue on how to ensure consistent entering of data to the system • MoLSS should ensure that the system actually reflects the need (the issue of the number and quality of indicators, which definitely needs to be redefined) • MoLSS should ensure interlink with basic data, including official statistics and administrative

	<p>records when needed for measurement</p> <ul style="list-style-type: none"> • MoLSS should ensure solid training in quality assurance on all levels, notably on micro level where data are entered • MoLSS should clean all records in close liaison with caretakers of administrative records, notably SSI, ISKUR, and MoNE • MoLSS should make quality controls on a permanent basis
10	<p>Efficiency and effectiveness of the HRD OP contractual, tendering, and financial procedures:</p> <ul style="list-style-type: none"> • MoLSS should ensure far more readiness and speed in the evaluation procedures and try to avoid conflicts in central level responses to implementation level • MoLSS should consider to establish quotas in order to ensure that all regions have at least a limited number of projects reflecting the needs on the local level
10	<p>Efficiency and effectiveness of the HRD OP Indicators</p> <ul style="list-style-type: none"> • MoLSS should revise the current set of indicators since the need for a reform is urgent. • MoLSS should revise the indicators until a decent and doable target is reached. The Interim Evaluation proposes to bring the total number of indicators down to 18 indicators: six Output, six Outcome, and six Impact Indicators. • MoLSS should understand the basics in evaluation and design a list of indicators which summarizes the main and basic idea and purpose of the overall programme. • MoLSS should establish a multi-level system of indicators, ensuring that the main evaluation reports only contains a very small number of smart indicators. • MoLSS should establish solid training programmes in monitoring and evaluation, data control, and quality assurance, not least on regional level and also MoLSS should place ownership and delegate task where the single stakeholders can see the purpose.
10	<p>Environmental Protection</p> <ul style="list-style-type: none"> • Impact indicators in the programme for the ex-post evaluation should be integrated to ensure that the HRD OP has achieved to ensure sustainable development or least made progress in that direction. • Outcome indicators and impact indicators which particularly focus on environmental protection should be redefined and established. • Environmental protection should be acknowledged as a future demand in the educational sector notably on VET/TVET level (making it an integral part of new curriculum). • It should be ensured that topics related environmental protection is an integral part of all Lifelong Learning Trainings underneath Priority 3. • Environmental protection topics should be given priority in priorities and measures addressing gender equality as well as social inclusion. • Training Needs Analysis should be established which addresses the topic of environmental protection both in order to grab a demand in time and partly to increase awareness of the subject among the employers.
11	<p>Partnership Approach</p> <ul style="list-style-type: none"> • The strengthening of the partnership approach on central level should be supported and continued, not least with respect to the structure of the SMC and its meeting procedures • More viable partnership approach on regional level should be actively strengthened by means of legislation.
11	<p>Effectiveness of the implementation on regional level</p> <ul style="list-style-type: none"> • MoLSS should ensure a solid platform on the regional level with a consolidated and consistent structure, the build of a professional secretariat and governed by a tripartite body, inspired by the

	<p>way the RDAs are constituted.</p> <ul style="list-style-type: none"> • Ensure “promoters” (ambassadors) should be based regionally and able to act as support in every phase. • MoLSS should ensure means of commitment from Social Partners and other main regional actors on a regional basis by placing ownership through direct involvement in the programming, monitoring and evaluation phases • Far more active involvement from both ISKUR and RDAs in regional programming, planning, design of indicators and targets should be ensured. • Objectives, measures, indicators and targets on regional level should be designed and a system of reporting in accordance to a template designed from central level (which could feed directly in to evaluation reports, like the SAR) should be established to promote and reinforce regional involvement in the HRD OP. • MoLSS should ensure that local members are part of the process (and not just representative from the Growth centres) to ensure a far more active spread of the programmes internally in the regions • Gender equality, local representation, and representation of target groups in all advisory boards to the HRD OP should be ensured.
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2. ASSESSMENT OF MEDIUM TERM NEEDS, OBJECTIVES AND STRATEGIC PRIORITIES

2.1. SOCIO-ECONOMIC ANALYSIS AND SWOT

2.1.1. Current Socio-Economic Situation

2.1.1.1. Labour Market and Employment

2.1.1.1.1. General Overview of the Labour Market¹⁰

The first feature of the labour market in Turkey is the low labour force participation rate. LFS data for 1988-2010 reveal that the population between 15-64 years of age increased by 55% whereas employment rate increased only by 27%, reflecting nearly 53% of labour force participation throughout the period.

The second feature is the limited job creation capacity of the economy despite high growth rates especially in the aftermath of the economic crisis in 2001. The fast economic growth trend especially after 2002 has not been reflected on similar employment growth rates. From 2001 to 2010, accumulated GDP growth has been increased 45% whereas employment in this period increased just 15%. Net job creation in the 2002-2010 period has been only around 1,5 million whereas population in the same period at 15-64 years have increased around 3,5 million and labour force 2 million. This basically shows the fact that economic growth in Turkey does not generate a sufficient and balanced employment. However a decreasing labour force participation rate from 2002 to 2010 is another factor for this situation in Turkish labour market.

Table 17: Labour Force, 2004-2010 (15-64 years of age)

	2004	2005	2006	2007	2008	2009	2010
Population at 15-64 years of age	43.065	43.838	44.590	45.310	45.963	46.776	47.535

¹⁰Unless otherwise stated, the labour market data used is for working age population, i.e., 15-64 age group.

Labour Force	21.378	21.851	22.199	22.577	23.242	24.166	25.041
Labour Force Participation Rate (%)	50	50	50	50	51	52	53
Female (%)	25	25	26	26	27	28	30
Male (%)	75	75	74	74	75	75	75
Employment	19.000	19.468	19.876	20.205	20.636	20.703	22.004
Employment Rate (%)	44	44	45	45	45	44	46
Female (%)	22	22	23	23	24	24	26
Male (%)	66	67	67	67	67	65	67
Unemployed	2.378	2.383	2.323	2.372	2.606	3.462	3.037
Unemployment Rate (%)	11	11	10	11	11	14	12
Rural (%)	6	7	7	7	8	9	8
Urban (%)	14	13	12	12	13	17	14
Young Unemployment Rate (%)	21	20	19	20	20	25	22

Source: TURKSTAT, Labour Force Statistics, 2011

The third feature of the labour market is the transformation in the economy and consequently in employment away from agriculture. The decreasing share of agriculture in the economy and migration from rural to urban areas shape the labour market in urban areas. Unqualified labour force out of agriculture sector and migration towards cities causes especially women to leave the labour force.

Table 18 figures out the overall situation of the labour market in Priority I regions, where the biggest share (up to 50% for 2007- 2013 period) of resources under HRD OP is allocated:

Table 18: Overall situation of the labour market in Priority I regions, 2010

	Turkey	TR 63	TR 72	TR 82	TR 83	TR 90	TR A1	TR A2	TR B1	TR B2	TR C1	TR C2	TR C3
Population 15 years and over	52 541	1 989	1 655	565	1 988	1 897	716	665	1 162	1 138	1 559	1 932	1 165
Labour force	25 641	980	731	313	1 006	1 104	378	339	551	500	698	647	420
Labour force participation rate (%)	48,8	49,3	44,2	55,3	50,6	58,2	52,8	50,9	47,4	43,9	44,8	33,5	36,0
Employed	22 594	847	631	287	934	1 037	354	304	485	415	614	563	370
Agriculture (%)	25,2	35,5	29,5	48,8	45,6	54,7	56,3	58,4	42,9	38,4	24,4	28,0	28,2
Industry (%)	26,2	24,8	26,7	15,2	15,1	12,7	8,0	9,2	15,7	13,6	32,3	17,2	19,3
Services (%)	48,6	39,7	43,9	36,0	39,3	32,6	35,6	32,4	41,4	48,0	43,3	54,8	52,5
Employment rate (%)	43,0	42,6	38,1	50,8	47,0	54,6	49,5	45,7	41,8	36,4	39,4	29,1	31,8
Unemployed	3 046	133	100	26	72	68	24	35	66	85	85	85	49

Unemployment rate (%)	11,9	13,6	13,7	8,3	7,2	6,1	6,2	10,3	11,9	17,0	12,1	13,1	11,8
Non-agricultural unemployment rate (%)	14,8	17,5	18,2	14,8	12,4	12,5	13,0	21,2	19,0	24,5	14,5	14,5	14,9

Source: TURKSTAT, Labour Force Statistics 2010

The first point that can be inferred from the figures above is that labour force participation rate of half of the Priority I Regions are lower than Turkey's average. Secondly, employment rate in most of the Priority I regions are below the Turkey's average. Thirdly, although unemployment rate is lower than Turkey's average in most of the Priority I Regions, this is mainly related with the labour force participation. Except for TRC1, average share of agriculture in employment is higher than Turkey's average. Except for TR72, TRC1, average share of industry in employment is lower than Turkish average. In terms of employment in services sector, only TRC1 and TRC3 are higher than Turkey's average.

Non-agricultural unemployment is the highest in TRB2 (Van, Muş, Bitlis, Hakkari), approximately 10% higher than Turkey's average.)

Table 19: Non-institutional population by labour force status for all regions, 2011

Regions	Non-institutional population 15 years old and over	Labour force	Population not in labour force	Labour force participation rate (%)	Employed	Unemployed	Unemployment rate (%)	Employment rate (%)
TR-TÜRKİYE	53 593	26 725	26 867	49,9	24 110	2 615	9,8	45,0
TR10 (İstanbul)	9 773	4 773	5 000	48,8	4 211	562	11,8	43,1
TR21 (Tekirdağ, Edirne, Kırklareli)	1 252	693	559	55,4	632	61	8,8	50,5
TR22 (Balıkesir, Çanakkale)	1 289	607	682	47,1	575	32	5,3	44,6
TR31 (İzmir)	3 099	1 653	1 446	53,4	1 410	243	14,7	45,5
TR32 (Aydın, Denizli, Muğla)	2 188	1 190	998	54,4	1 088	102	8,5	49,8
TR33 (Manisa, Afyonkarahisar, Kütahya, Uşak)	2 123	1 119	1 004	52,7	1 066	53	4,7	50,2
TR41 (Bursa, Eskişehir, Bilecik)	2 753	1 339	1 414	48,6	1 237	102	7,6	44,9
TR42 (Kocaeli, Sakarya, Düzce, Bolu, Yalova)	2 511	1 373	1 138	54,7	1 210	163	11,9	48,2
TR51 (Ankara)	3 590	1 706	1 884	47,5	1 545	161	9,4	43,0
TR52 (Konya, Karaman)	1 608	796	812	49,5	742	54	6,8	46,1
TR61 (Antalya, Isparta, Burdur)	1 964	1 138	826	57,9	1 032	106	9,3	52,6
TR62 (Adana,	2 675	1 390	1 285	52,0	1 241	149	10,7	46,4

Mersin)								
TR63 (Hatay, Kahramanmaraş, Osmaniye)	2 050	1 010	1 040	49.3	889	121	12.0	43,4
TR71 (Kırıkkale, Aksaray, Niğde, Nevşehir, Kırşehir)	1 110	515	595	46.4	474	41	8.0	42,7
TR72 (Kayseri, Sivas, Yozgat)	1 661	832	829	50.1	743	89	10.7	44,7
TR81 (Zonguldak, Karabük, Bartın)	793	451	342	56.9	417	34	7.6	52,6
TR82 (Kastamonu, Çankırı, Sinop)	579	344	235	59.5	324	20	5.7	56,0
TR83 (Samsun, Tokat, Çorum, Amasya)	2 004	1 052	953	52.5	996	56	5.3	49,7
TR90 (Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane)	1 930	1 107	823	57.4	1 036	71	6.4	53,7
TRA1 (Erzurum, Erzincan, Bayburt)	689	348	341	50.5	326	22	6.3	47,3
TRA2 (Ağrı, Kars, Iğdır, Ardahan)	704	383	321	54.4	344	39	10.2	48,8
TRB1 (Malatya, Elazığ, Bingöl, Tunceli)	1 203	578	624	48.1	519	59	10.2	43,2
TRB2 (Van, Muş, Bitlis, Hakkâri)	1 197	566	630	47.3	497	69	12.3	41,5
TRC1 (Gaziantep, Adıyaman, Kilis)	1 592	679	914	42.6	581	98	14.4	36,5
TRC2 (Şanlıurfa, Diyarbakır)	2 022	663	1 359	32.8	608	55	8.4	30,1
TRC3 (Mardin, Batman, Şırnak, Siirt)	1 234	419	815	33.9	365	53	12.7	29,6

Source: TURKSTAT, LFS 2011

According to Table 19 some regions other than the Priority I regions are also suffering from low employment rates which are under the TR averages. Especially two metropolitan cities, İzmir and İstanbul have volatile labour markets. Looking at the employment rate, the capital city of Turkey, Ankara also has an employment rate lower than the TR average. This table shows the unbalanced structure of Turkish labour market across the different regions, including the main metropolitan cities.

Table 20: Employment by Employment Status and Economic Activity, 2011

Status in employment	Total	Agriculture	Industry	Services	Agriculture	Industry	Services
		Number			%		
TR - Turkey	24 110	6 143	6 380	11 587	25,5	26,5	48,1
TR10 (İstanbul)	4 211	22	1 677	2 512	0.5	39.8	59.6
TR21 (Tekirdağ, Edirne, Kırklareli)	632	123	244	265	19.4	38.7	41.9
TR22 (Balıkesir, Çanakkale)	575	228	107	240	39.6	18.6	41.8
TR31 (İzmir)	1 410	178	433	799	12.6	30.7	56.7
TR32 (Aydın, Denizli, Muğla)	1 088	400	214	474	36.8	19.7	43.5
TR33 (Manisa, Afyonkarahisar, Kütahya, Uşak)	1 066	477	233	356	44.7	21.9	33.4
TR41 (Bursa, Eskişehir, Bilecik)	1 237	150	536	551	12.1	43.3	44.5
TR42 (Kocaeli, Sakarya, Düzce, Bolu, Yalova)	1 210	261	414	536	21.5	34.2	44.3
TR51 (Ankara)	1 545	77	352	1 115	5.0	22.8	72.2
TR52 (Konya, Karaman)	742	257	179	306	34.6	24.1	41.3
TR61 (Antalya, Isparta, Burdur)	1 032	347	125	560	33.6	12.1	54.3
TR62 (Adana, Mersin)	1 241	375	242	624	30.2	19.5	50.3
TR63 (Hatay, Kahramanmaraş, Osmaniye)	889	305	210	374	34.3	23.6	42.1
TR71 (Kırkkale, Aksaray, Niğde, Nevşehir, Kırşehir)	474	170	85	219	35.8	18.0	46.2
TR72 (Kayseri, Sivas, Yozgat)	743	298	192	253	40.1	25.8	34.1
TR81 (Zonguldak, Karabük, Bartın)	417	180	90	148	43.0	21.6	35.4
TR82 (Kastamonu, Çankırı, Sinop)	324	174	43	107	53.6	13.4	33.0
TR83 (Samsun, Tokat, Çorum, Amasya)	996	453	175	368	45.5	17.5	37.0
TR90 (Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane)	1 036	555	153	329	53.6	14.7	31.7
TRA1 (Erzurum, Erzincan, Bayburt)	326	158	41	126	48.5	12.7	38.8
TRA2 (Ağrı, Kars, Iğdır, Ardahan)	344	192	47	105	55.8	13.6	30.7
TRB1 (Malatya, Elazığ, Bingöl, Tunceli)	519	193	102	225	37.1	19.6	43.3
TRB2 (Van, Muş, Bitlis, Hakkâri)	497	210	84	202	42.3	17.0	40.7
TRC1 (Gaziantep, Adıyaman, Kilis)	581	129	204	248	22.2	35.2	42.7
TRC2 (Şanlıurfa, Diyarbakır)	608	171	113	324	28.2	18.5	53.3
TRC3 (Mardin, Batman, Şırnak, Siirt)	365	62	82	221	17.1	22.5	60.4
TR - Türkiye - Turkey	24 110	6 143	6 380	11 587	25,5	26,5	48,1

Source: TURKSTAT, LFS 2011

As can be derived from the table above, the share of agriculture sector in labour market is higher than the non-agriculture across Turkey, in spite of the rapid dissolution since 1990's. A better transition from agriculture to the non-agriculture sectors for Turkey needs to be tackled from different angles, such as increasing women's employment rates in the urban areas and decreasing the number for unpaid family workers. The above table demonstrates that whole of Turkey needs to be covered when it comes to facilitating the transition from agriculture to non-agriculture.

Table 21: Non-agricultural unemployment rates for all regions, 2011

REGIONS	Non-Agricultural unemployment rate %
TR TURKEY	12.0
TR10 (İstanbul)	11.8
TR21 (Tekirdağ, Edirne, Kırklareli)	10.4
TR22 (Balıkesir, Çanakkale)	8.1
TR31 (İzmir)	16.2
TR32 (Aydın, Denizli, Muğla)	12.4
TR33 (Manisa, Afyonkarahisar, Kütahya, Uşak)	8.0
TR41 (Bursa, Eskişehir, Bilecik)	8.5
TR42 (Kocaeli, Sakarya, Düzce, Bolu, Yalova)	14.5
TR51 (Ankara)	9.8
TR52 (Konya, Karaman)	9.7
TR61 (Antalya, Isparta, Burdur)	12.5
TR62 (Adana, Mersin)	14.2
TR63 (Hatay, Kahramanmaraş, Osmaniye)	15.7
TR71 (Kırıkkale, Aksaray, Niğde, Nevşehir, Kırşehir)	11.1
TR72 (Kayseri, Sivas, Yozgat)	16.4
TR81 (Zonguldak, Karabük, Bartın)	12.6
TR82 (Kastamonu, Çankırı, Sinop)	11.5
TR83 (Samsun, Tokat, Çorum, Amasya)	9.2
TR90 (Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane)	12.7
TRA1 (Erzurum, Erzincan, Bayburt)	11.5
TRA2 (Ağrı, Kars, Iğdır, Ardahan)	19.8
TRB1 (Malatya, Elazığ, Bingöl, Tunceli)	15.2
TRB2 (Van, Muş, Bitlis, Hakkâri)	18.9
TRC1 (Gaziantep, Adıyaman, Kilis)	16.2
TRC2 (Şanlıurfa, Diyarbakır)	9.6
TRC3 (Mardin, Batman, Şırnak, Siirt)	14.3

Source: TURKSTAT, Household Labour Force Statistics Results, 2011

Job counselling is a service provided by ISKUR for students, young people and individuals who are in the job selection phase while the profession counselling refers to a service for adults who have some challenges to find out jobs or have professional inadaptability problems and adults who would like to improve his/her vocational skills or would like to change or shift his/her job.

In this framework, in April 2012, 2800 job counsellor have been assigned to provide vocational and professional assistance for job-seekers. Job counsellors who are certified by VQA work in the regional offices of ISKUR as the info-point for employment. Newly recruited job counsellors serve face-to-face assistance for job-seekers.

2.1.1.1.2. Labour Force Participation

The labour force participation rate that, which was 57.5% in 1988, decreased to 51% in 1999. Following the economic crisis in 2001, it decreased to 46.4% in 2005 and 48.8% in 2010, according to the TURKSTAT data. Except for the period of 2005-2010, labour force participation rate has a decreasing trend and despite the increase in recent years labour force participation rate for 2010 is still below the 1999 level.

Between 1988 and 2010, labour force participation rate decreased both in urban and rural areas, but the decrease was more evident in rural areas (from 67 % in 1988 to 53.5% in 2010) than in urban areas (from 48.3% in 1988 to 46.8 % in 2010) as a result of shrinking share of agriculture. Due to the partly still dominant agricultural subsistence economy, the labour force participation rate in rural areas continues to be higher than that in urban areas.

According to the EUROSTAT Statistics 2012, for the 15-64 age groups, the labour force participation rate in EU27 countries was 71,0% whereas it was 51,9% in Turkey in 2010.

Labour force participation of women is remarkably lower than that of men, both in urban and in rural areas. In 2010, the labour force participation rate was 71.6% for men and 36.3% for women in rural areas and 70,4% and 23.7% in urban areas, respectively. Therefore, the difference between male and female labour force participation rates is more evident in urban areas.

When the labour force participation rate is examined by age groups, it is observed that in all age groups the participation rate of men is close to EU27 averages whereas it is dramatically lower than EU27 averages for women. The difference is much more evident for women between the ages of 25-54 (78,1 % in EU27; 33,4% in Turkey).

One of the primary reason for low labour force participation rate in Turkey is women's low participation into labour force. The primary reasons for the low labour force participation of women are their limited employability and the limited child and elderly-care facilities as well as low level of enrolment rate especially in secondary and tertiary education.

In spite of the increasing education level and decreasing fertility rate of women, the decrease in agricultural employment and increase in migration from rural to urban areas result in the withdrawal of women from the labour market. Women who are unqualified and whose education levels cannot meet the increasing demands of the labour market lose their hopes to find a job. Coupled with cultural barriers preventing women's labour force participation and limited employment opportunities, women become "discouraged" and do not attempt to enter the labour market.

For 15-64 years of age, in comparison with EU27, labour force participation rate of women in Turkey is quite low. The male labour force participation rate of 75,6% is close to the EU27 average of 77,6 % whereas the female labour force participation rate of 31,0% is substantially lower than the EU27 average of 64,9% according to the EUROSTAT Statistics. (For 2011)

Between 1988 and 2010, the population not in labour force increased by 87% and, in 2010, reaching a total of 26,9 million people, 7,5 million of which are men (2,1million in rural and 5,3 million in urban areas) and 19,3 million women (5,2 million in rural and 14,1 million in urban areas). While the major part of the male population not in the labour force is composed of students and pensioners, 11,9 million housewives constitute the largest group among women.

In order to increase women's participation in the labour market, several studies and projects are being carried out by both public and private institutions. In terms of legislation, "By-Law on the Working Conditions of Pregnant or Breastfeeding Women, Breastfeeding Rooms and Child Elderly Homes", "By-Law on the Working Conditions of Female Workers at Night Shifts" and Prime Ministry Decree on "Application of the Principle of Equality in recruitment" are important regulations. One of the target groups of Active Labour Markets Project funded by EU is women. Besides, there are many projects run by public institutions, social partners and NGOs on women's employment.

Regarding female labour force participation in the Priority I regions, limited educational attainment of the female population is evident as can be inferred from the Table 22.

Table 22: Population not in labour force, female, 2010 (thousand persons)

Regions	Illiterate	Less than High School	High and Vocational High School	Higher Education	Total
TR 63	211	440	74	15	741
TR 72	145	418	83	14	660
TR 82	40	109	18	3	169
TR 83	168	433	73	18	692
TR 90	146	286	76	15	523
TR A1	59	147	31	4	240
TR A2	100	129	17	2	249
TR B1	129	259	52	7	447
TR B2	214	235	25	2	477
TR C1	178	405	53	10	646
TR C2	391	428	68	12	898
TR C3	231	271	38	4	544

Source: TURKSTAT, LFS, 2010

In all regions, women with an educational attainment lower than high school constitute the biggest group. Illiterate female population is most widespread in those regions. Moreover number of illiterate women is high in these regions.

2.1.1.1.3. Employment

The employment rate, which was always around 50% since 1988, has fallen down after 1999. Following the economic crisis, it decreased to 44.6% in 2006 (66.8% for men and 22.8% for women) and 46, 3% in 2010(66, 7% for men and 26, 2% for women). When compared with EU27 (64, 1%), employment rate in Turkey is much lower (43 %). This is due to two main reasons which are high number of people who are not in labour force, particularly women, and high level of unregistered employment.

As regards rural-urban employment, the employment rate is approximately 43% in urban areas while it is approximately 54.4% in rural areas, the latter being due to agricultural employment for 2010 according to TURKSTAT LFS 2010.

According to EUROSTAT data, similar to labour force participation rates, while male employment is closer to EU27 averages (70, 1% for EU27 and 69,2% for Turkey, 2011), the

employment rate of women is lower than the half of the EU27 average (58,5% for EU27 and 27,8% for Turkey, 2011).

Table 23: Employment Rates, 2004-2010

	2004	2005	2006	2007	2008	2009	2010
Turkey	44,1	44,4	44,6	44,6	44,9	44,3	46,3
Male	66,4	66,9	66,8	66,8	66,6	64,6	66,7
Female	22,3	22,3	22,7	22,8	23,5	24,2	26,2
Urban	39,8	41,1	41,7	41,8	42,1	41,0	43,0
Male	64,0	65,4	65,4	65,5	65,1	62,7	65,1
Female	15,8	16,9	17,7	18,0	18,9	19,3	21,0
Rural	55,4	52,8	52,0	51,6	52,0	52,5	54,4
Male	72,7	71,0	70,7	70,3	70,6	69,2	70,5
Female	38,9	35,8	34,9	34,4	34,8	36,4	38,8

Source: TURKSTAT, LFS 2010

The share of agricultural sector in total employment is constantly decreasing in the last two decades. While more than half of the population was employed in agriculture in 1980, this rate decreased to 46.8% in 1990, 34.3% in 2000 and 25.8% in 2006 and finally 23,7% in 2010. Approximately 5,3 million people out of a total of 22,6 million employed work in agriculture.

The decrease in employment in agriculture reflects itself as an increase in employment in services and industry especially after 2001 crisis. In the 2004-2010 period, the share of agriculture in total employment decreased by 5,5 % and the share of services increased by 3,5% and the share of industry increased by 2,0%. The share of service sector employment in Turkey is still low in comparative terms and there is room to increase its share especially in rural areas.

Table 24: Employment by Employment Status and Economic Activity, 2009-2010

	Total		Male		Female	
	2009	2010	2009	2010	2009	2010
<i>Employment status</i>	100	100	100	100	100	100
Regular or casual employee	61,5	62,4	65,0	66,5	52,4	52,0
Employer	5,6	5,3	7,3	6,9	1,3	1,3
Self employed	19,6	18,9	22,4	21,6	12,3	12,4
Unpaid family worker	13,3	13,4	5,4	5,1	34,0	34,4
<i>Economic activity</i>	100	100	100	100	100	100
Agriculture	23,1	23,7	16,6	16,7	40,2	41,1
Industry	25,9	26,8	29,8	31,0	15,6	16,3
Services	51,0	49,5	53,7	52,3	44,2	42,7

Source: TURKSTAT, LFS 2010

As Table 24 indicates, both men and women work intensively in services sector. In terms of employment status, almost all women working in agriculture are unpaid family workers. Nearly half of all the female employees and more than half of all male employees work as wage earners. These data reveal the need to direct women to the service sector in order to increase labour force participation and employment rates.

As regards employment in the Priority I regions, firstly, the average of employment in agriculture in Priority I regions is higher than the country average (25,5%) as can be inferred from Table 20. It is remarkably high in some regions like TRA2 (55,8%), TR82 (53,6%), and TR90 (53,6%). Secondly, the employment rate is generally lower than the country average except in regions where employment in agriculture is high. This reveals the limited job opportunities in the region on the one hand, and lack of qualifications of the labour force on the other.

2.1.1.1.4. Unemployment

The unemployment rate which was approximately 8% in the 1988-1995 period, decreased to 7% on average in the 1995-1999 period and to 6.7% in 2000. With the economic crisis of 2001, unemployment rate increased and stayed almost constant, with an average of 10.8% in the 2004 - 2008 period. However, the worldwide economic crisis of 2009 has caused fluctuation in the unemployment rate.

In 2011, Turkey's unemployment rate (8.8% according to EUROSTAT) is lower than the EU27 unemployment rate (9.7%).

Unemployment rates outside agriculture, that were 14.8% on average, 13.2% for men and 20.2% for women in 2010, seem still high despite the improvements made in Turkish labour market. This means that Turkish labour market has not absorbed the dissolution of agricultural employment yet.

Table 25: Unemployment rates (%), 2004-2010(15-64 years of age)

	2004	2005	2006	2007	2008	2009	2010
Turkey	11,1	10,9	10,5	10,5	11,2	14,3	12,1
Male	11,0	10,7	10,1	10,2	11,0	14,2	11,7
Female	11,3	11,5	11,4	11,3	11,9	14,6	13,3
Urban	13,7	12,9	12,3	12,1	12,9	16,6	14,3
Male	12,6	11,7	11,0	10,8	11,7	15,4	12,7
Female	18,0	17,1	16,5	16,2	16,7	20,5	18,8
Rural	5,8	6,7	6,5	7,1	7,6	9,4	7,7
Male	7,3	8,2	7,8	8,7	9,2	11,3	9,2
Female	3,1	3,9	4,1	4,0	4,6	5,6	4,8

Source: TURKSTAT, LFS, 2010

Table 25 reveals two major challenges as regards unemployment. Firstly, it is more widespread in urban areas than in rural areas where agricultural employment is abundant. This signals inadequate job creation in urban areas and mismatch between the skills supplied and demanded. Since job creation in the economy depends on various policies, most of which are beyond the scope of the intervention proposed by means of IPA funds, measures related with labour supply will be focused throughout the HRD OP.

Secondly, the highest unemployment is observed among women in urban areas. In rural areas, employment in agriculture mainly in the form of unpaid family work results in low unemployment.

Another major challenge in the labour market that the HRD OP will tackle is youth unemployment (i.e., unemployment among 15-24 years of age). The disadvantageous position of the young in the labour market can be analysed in terms of comparing the youth unemployment rate with the average unemployment rates. The youth unemployment rate is nearly twice as high as average unemployment rates (21.7% and 12.1% respectively in 2010).

As regards to reducing youth unemployment, Turkey has joined ILO's initiative "Youth Employment Network (YEN)".¹¹ ILO prepared an analytical report on the current situation of youth unemployment in 2007. The report was composed of six parts analysing the current macro-economic, demographic and social situation of Turkey. At the end of the report there are recommendations to government concerning youth employment in cooperation with various institutions such as labour unions, universities. Within this framework ISKUR in cooperation with ILO prepared and submitted its national youth employment action plan in 2011 disabled young.

In the National Youth Employment Strategy and Action Plan, prepared by in cooperation with International Labour Organization (ILO) and Turkish Employment Agency (ISKUR), activities reducing of youth unemployment and policies to be implemented take place.

Below recommendations are noted in the policy recommendations chapter of the document:

- Employment-friendly growth and implementing specific policies in this direction,
- Increasing cooperation among Public Institutions and NGOs, trade unions in particular,
- An education system which is suitable for labour market demands,
- Schooling which reduce gender and regional disparities,
- Finalization of Vocational Qualification System,
- Supporting and encouraging youth entrepreneurship,
- Providing assistance to adapt young individuals who migrate from rural area to cities for urban living conditions,
- Harmonization of labour costs with OECD applications in line with analysis to be realized,
- Increasing ISKUR offices in rural areas,
- Development of high added value areas in agriculture sector and supporting qualified labour force,

¹¹YEN works to engage, educate and motivate actors to provide improved employment opportunities for youth. It is a platform and service provider focusing on policy advice, innovative pilot projects, knowledge sharing, and brokering partnerships.

- Informing relevant partners about applications and policies which aim to increase employment.

Under the Operations of HRD OP, eligible activities are, to a great extent, in line with the National Youth Employment Strategy and Action Plan.

In this regard for the youth employment a specific measure “*to increase employment of young people*” exists and eligible activities will be supported. For the establishment of sound network among public institutions and NGOs, eligible actions under a specific measure called “*to improve the quality of public employment services*”, will be supported. For the education and schooling targets, specific eligible activities under priority axis 2 will be implemented. In this framework, in line with the aim of the priority axis, *to enhance investment in human capital by increasing the quality of education, improving the linkage between education and the labour market, and raising enrolment rates at all levels of education, especially for girls*”, schooling and educational activities to be supported.

Table 26: Unemployment in 15-24 Age Group, 2004-2010

Year	Average	Male	Female
2004	20,6	20,5	20,7
2005	19,9	19,5	20,5
2006	19,1	18,3	20,6
2007	20,0	19,6	20,8
2008	20,5	20,1	21,2
2009	25,3	25,4	25,0
2010	21,7	21,0	23,0

Source: TURKSTAT, LFS 2010

As regards to youth unemployment in Priority I regions it can be inferred from the table below that youth unemployment with different education level in most of the Priority I Regions seems higher than the country averages. In most of the Priority I regions youth unemployment is above the country average for all educational level. These data reveal that youth employment should be one of the core policy fields for HRD OP due to its closer relationship both with employment and education priority axes.

Table 27: Youth unemployment according to gender and education, 2010 (F: female, M: male)

Regions	Sex	Illiterate	Less than high school	High and vocational high school	Higher education
TR 63	Male	22,5	21,6	25,6	32,4
	Female	17,7	9,0	41,1	55,9
TR 72	Male	25,7	21,6	22,0	37,0
	Female	0,0	18,9	39,3	59,4
TR 82	Male	0,0	9,4	12,8	28,1
	Female	0,0	6,4	58,6	44,2
TR 83	Male	0,0	12,3	14,6	25,3
	Female	0,0	4,8	22,1	25,8
TR 90	Male	0,0	18,4	24,8	49,7

	Female	0,0	4,2	20,4	40,0
TR A1	Male	27,6	15,3	21,4	18,6
	Female	0,0	3,3	26,1	28,4
TR A2	Male	26,5	20,5	18,1	17,0
	Female	0,0	1,5	34,0	47,9
TR B1	Male	56,7	23,2	28,5	44,7
	Female	14,0	18,4	30,4	56,8
TR B2	Male	16,4	28,3	28,9	20,8
	Female	5,0	22,6	50,6	44,4
TR C1	Male	0,0	20,0	18,4	26,0
	Female	0,0	9,2	17,9	29,7
TR C2	Male	21,1	18,6	21,4	9,1
	Female	3,3	4,5	12,6	5,3
TR C3	Male	38,4	17,9	24,7	10,5
	Female	22,5	21,6	25,6	32,4

Source: TURKSTAT, LFS, 2010

Secondly, youth unemployment has differences among regions according to gender and educational level. In regions TR63, TR72 and TRB1 unemployment rate for women with higher education is too high (above 50%) whereas illiterate male unemployment in TRB1 is too high (above 50%).

As regards to education level, on the other hand, the correlation between unemployment and education level is much more evident for women. Although there is no constant correlation for all regions, it can be derived from the data that unemployment among women with secondary or higher level of education is much higher than unemployment among illiterate and lower secondary graduates. The main reason for this is the fact that labour force participation is positively related with education level in Turkey as explained in the part below.

For men, on the other hand, the positive relation between education level and unemployment is less visible. Although unemployment among university graduates is widespread, it is the highest for illiterate in TRB1 and in TRC3.

The reasons for high youth unemployment rates are threefold. Firstly, as a result of the fact that activity rates are positively related with the education level, highly educated young participate more in the labour market and become unemployed if the job creation is not adequate. Secondly, the link between the education system and labour market is not adequate which makes transition from school-to-work inefficient. This may result in staying in education or waiting for better positions. Thirdly, the mismatch between the skills of the labour force and skills demanded is valid for the young as well.

2.1.1.1.5. Educational Attainment of the Labour Force

Educational attainment level of the labour force of Turkish labour market is complex. Looking at the Table 28, it is clear that there is a positive correlation between educational level and labour force participation. In the labour market, participation of the illiterate is very low; this is due to high level of unregistered employment especially of the illiterate. By elimination of unregistration in labour market the table below may substantially change. So it can be concluded that unregistered employment and education has a close relationship in which HRD OP tries to tackle

by handling the issue with a comprehensive approach; and so, employment policies should be implemented in line with education policies and this table constitutes a proof for that proposal.

In 2010, 63% of the labour force had under secondary school level of education and only 37% of total labour force is secondary school and university graduates. Labour force participation rate is positively related with education level and this relation is more striking for women. Labour force participation of women is 34.6% for secondary school graduates where it rises to 72.1% for university graduates. The increase in the education level, coupled with the declining share of agriculture and rapid urbanization may lead to a rise in labour force participation rates in the coming years thus resulting in increased unemployment rates unless sound employment policies are formed accordingly.

Unemployment is more widespread for those with high educational attainment. The main reasons behind this are higher activity rates for the qualified as compared to those with lower educational attainment, higher demands of getting a job that corresponds to the education attained and inadequate capacity of the labour market to create qualified jobs. This implies a mismatch between the education system and the requirements of the labour market which needs measures on school-to-work transition, restructuring of the education system addressing the needs of the labour market and stimulation of more and better jobs. Especially higher unemployment rates among the Vocational Education and Training graduates and university graduates reveal the ineffectiveness in these three areas.

Table 28: Labour Force by Education Level, (15-64 years of age) 2010

	Labour Force	Employed	Unemployed	Labour Force Participation Rate (%)	Unemployment Rate (%)
<i>Total</i>	25 041	22 004	3 037	52,7	12,1
Illiterate	966	899	66	26,2	6,9
Under secondary school	14 819	13 056	1 762	49,5	11,9
Secondary School	5 225	4 461	764	58,6	14,6
University	4 032	3 587	444	80,8	11,0
<i>Male</i>	17 824	15 745	2 079	75,5	11,7
Illiterate	285	238	47	52,2	16,5
Under secondary school	11 068	9 699	1 369	74,1	12,4
Secondary School	3 949	3 490	459	75,4	11,6
University	2 521	2 318	204	87,1	8,1
<i>Female</i>	7 217	6 259	958	30,2	13,3
Illiterate	680	661	19	21,7	2,8
Under secondary school	3 751	3 357	393	25,0	10,5
Secondary School	1 276	971	305	34,6	23,9
University	1 510	1 270	241	72,1	15,9

Source: TURKSTAT, LFS 2010

2.1.1.1.6. Unregistered Employment

Undeclared work (or unregistered employment)¹² is another challenge of the Turkish labour market. It constitutes nearly the half of the employment, although there is a slight decline between 2004 and 2010. An insight to the figures presented in Table 28 reveals employment status and registration to Social Security Institution, covering 15-64 years of age, regarding the employment status. It should be noted that the average rate of unregistered employment is due to the agricultural sector where the rate of unregistered employment is nearly 85%.

Table 29: Employment Status and Registration to Social Security Institution, 15-64 Years of Age, 2004-2010

	2004	2005	2006	2007	2008	2009	2010
Total	49,0	47,0	45,9	44,3	42,2	42,6	42,1
Regular or casual employee	32,0	31,9	31,3	29,2	26,3	26,1	25,5
Employer	21,1	23,6	24,9	26,2	25,9	25,0	23,4
Self employed	62,7	62,9	63,3	64,0	64,8	66,5	66,2
Unpaid family worker	96,0	94,7	94,8	95,7	95,3	91,2	92,0
Agriculture	89,9	88,0	87,6	87,7	87,3	85,1	84,9
Regular or casual employee	87,8	87,6	86,9	89,6	90,4	87,0	86,3
Employer	72,7	66,5	64,0	62,0	60,6	58,5	57,1
Self employed	79,4	77,6	77,3	76,8	75,7	74,8	73,9
Unpaid family worker	98,3	97,9	97,9	98,1	97,9	94,4	94,6
Non-agriculture	33,6	34,1	33,8	32,0	29,4	29,8	28,8
Regular or casual employee	29,8	29,7	29,3	27,2	24,1	23,8	23,2
Employer	17,8	20,7	22,1	24,2	23,4	22,9	21,0
Self employed	47,0	50,7	51,8	52,6	54,8	58,6	58,5
Unpaid family worker	83,2	80,0	80,8	84,0	82,0	75,0	76,5

Source: TURKSTAT, LFS 2010

Since non-agricultural employment is more widespread in urban areas, it can be concluded that the first target group in urban areas must be regular employees. The group of casual employee, on the other hand, is one of the most disadvantaged persons in both of the sectors with a remarkably low level of social protection. In agriculture, almost all of the unpaid family workers are outside the coverage of the social security system. However, it must also be noted that, being outside of the social protection is a characteristic of agricultural employment in Turkey that can be inferred from strikingly high levels of unregistered employment in agriculture throughout the period.

¹² According to the definition of TURKSTAT, it covers employees not registered to any social security institution

For the casual employees, informality constitutes one of the general problems as well since entitlement to social insurance benefits has been limited because of the tight requirements in the legislation. Therefore, it seems more beneficial for the casual employees to accept the job offered in the short run.

As regards regular employees, informality is widespread for sectors (like textile and construction sector) and positions with low qualification requirements, low productivity and thus low wages. Therefore, it can easily be concluded that informality continues to exist outside the agriculture for former agricultural employees, for those with low qualifications, and for those who have little prospects for retirement.

For combatting informal economy as well as reducing undeclared work and unregistered employment, a Strategy and Action Plan to Combat Informal Economy has been prepared and published as Prime Ministry Circular in 2009. Activities under this strategy and action plan have been follow-up by Ministry of Finance Revenue Administration.

Furthermore, the paper has been revised in 2011 and Strategy and Action Plan to Combat Informal Economy 2011-2013 has been accepted by Economy Coordination Council.

Activities to be implemented in order to combat informal economy are grouped under 5 chapters in the document:

- Increasing voluntary harmonization [to combating informal economy]
- Strengthening the inspection capacity
- Increasing deterrence of sanctions
- Database sharing
- Increasing the awareness of society

Following tasks to be performed by the MoLSS for reducing unregistered employment in particular:

- Establishment of electronic business registry centres as well as workplace electronic inspection register
- Increasing the number of audit employees of SSI
- Cooperation of SSI and Revenue Administration to provide effective and electronic inspection
- Revising relevant documents using for notify employees' professions according to the international standards
- Performing cross check by using TURKSTAT data and geographical information systems in order to identify unregistered workplaces
- Establishing Risk Analysis Centre in SSI increasing the efficiency of combatting unregistered employment
- Pilot audits to be planned and performed to combat unregistered employment
- Relevant legal regulations are observed and necessary changes to be made
- Finalizing Entrepreneurship Information System and establishing common database
- Analysing and sharing collected information with all Public Institutions
- Revising primary schools' curricula by adding "labour and social security" topics
- Organizing publicity and public awareness activities as well as mass media campaigns about unregistered employment

These activities are implemented in over Turkey for combatting informal economy and unregistered employment.

As regards the Priority I regions, since the data on undeclared work is not available on this level, employment status will be used as an indication of undeclared work as presented.

Table 30: Employment status in the Priority I regions, 2010 (in thousands)

	TR 63	TR 72	TR 82	TR 83	TR 90	TR A1	TR A2	TR B1	TR B2	TR C1	TR C2	TR C3
Total	847	631	287	934	1 037	354	304	485	415	614	563	370
Regular or casual employee	466	353	115	385	351	125	98	215	193	376	353	221
Employer and self employed	265	174	81	286	422	102	101	146	122	163	153	105
Unpaid family worker	116	104	90	263	264	126	105	123	100	75	57	44
Agriculture	300	186	140	426	567	200	177	208	159	150	157	104
Regular or casual employee	61	7	4	14	7	3	6	6	8	20	42	13
Employer and self employed	141	83	51	170	309	75	71	85	63	68	69	54
Unpaid family worker	98	96	85	242	251	122	100	117	88	62	47	37
Non-agriculture	546	445	147	508	469	155	127	277	255	464	405	266
Regular or casual employee	405	346	111	371	344	122	92	209	184	357	311	207
Employer and self employed	123	91	30	115	112	28	30	61	60	95	84	51
Unpaid family worker	18	8	5	21	14	5	5	6	11	12	10	8

Source: TURKSTAT, LFS 2010

2.1.1.1.7. Employment Services

The Ministry of Labour and Social Security (MoLSS) is responsible for designing employment policy and programs at national, regional and sectoral levels, monitoring changes in the labour market, defining necessary measures to increase employment and the productivity of labour.

As an affiliated institution to the MoLSS, the Turkish Employment Agency (ISKUR), has duties like helping the establishment of national employment policy, the protection and the development of the employment, decreasing unemployment, managing the unemployment insurance system,

collecting, analysing and reporting labour market data at national and regional levels, coordinating the Labour Market Information and Consultation Board, making needs analyses of labour market in order to define the demand for and supply of labour, making work and occupation analyses, career guidance and consultancy, applying adaptation and vocational training programs to increase the employability of the labour force, and preparing in-service courses for the employed.

As of March 2012, 2.074.656 persons (more than three fourth of the people unemployed) of the unemployed are registered in ISKUR. The average education level of those registered is lower than secondary school; 54% have lower than secondary and 31% have general and vocational secondary school level of education. Only 15% of the registered are university graduates. Placement rate, on the other hand, is nearly 26%. ISKUR cannot reach yet all unemployed persons through the delivery of appropriate public employment services. Services provided are still inadequate.

Institutional capacity of ISKUR has been improved especially after 2003. The EU-funded Active Labour Market Programs (ALMP) Project was especially important in strengthening the capacity in terms of the implementation of ALMPs. Moreover institutional capacity of the ISKUR continued to improve by other EU funded projects implemented during in 2007-2011 aiming at strengthening the institutional capacity of ISKUR offices and improving the employability of the women and the youth by grant schemes in the selected provinces.

Despite these improvements, the capacity of both the MoLSS and ISKUR is still not adequate to provide public employment services more properly. Lack of a multi-dimensional, detailed and long term national employment strategy limits the effective implementation of services. In this regard, studies for preparation of the National Employment Strategy have been initiated in 2009 under the supervision of Ministry of Labour and Social Security. The studies have not been finalised yet but it is can be regarded as a sign of progress and development in employment and labour market in Turkey. Several institutions as well as representatives from social partners have participated in the preparation of the Strategy in a partnership approach and various actions have been determined for, inter alia, women's employment, youth employment and social inclusion of the disadvantaged persons. However, even though significant steps have been made, the scope and the quality of services provided by ISKUR and policy making capacity of MoLSS still need to be strengthened.

Provincial employment boards, regional bodies affiliated to ISKUR, are responsible for taking necessary measures to increase employment, to decrease and prevent unemployment, formulating provincial employment policies and managing labour market programmes at the provincial level. The Governor is the head of the board which is composed of representatives of public institutions and social partners.

2.1.1.2. Vocational Education and Training

2.1.1.2.1. General Overview of Vocational Education and Training

Vocational Education and Training is a key factor for taking the advantage of the “demographic opportunity window” as referred to in the previous section. Turkey has a young population whose median age was 29.7 in 2011. At the same time 67.4% of the population of Turkey is aged between 15 – 64, the “working age population” according to TURKSTAT’s methodology of statistical categorization. Any progress in education and training will contribute to Turkey’s

social and economic development. However, Turkey has also the risk of missing this opportunity unless necessary progress on education and training has been achieved due to the fact that Turkey has still problems particularly in terms of access to education, quality of vocational education and training (VET) and lifelong learning.

The National Education System in Turkey, determined by System in Turkey, regulated by the Basic Act on National Education No. 1739, consists of two main parts, namely “formal education” and “non-formal education”. *Formal education* is the regular education conducted within a school for individuals at a certain age group and at the same level, under programs developed in accordance with the purpose. Formal education includes pre- primary¹³, primary, secondary and higher education institutions.¹⁴ According to the latest change in legal regulations on education system in Turkey, basic education system is 12-years and fully-obligatory. The basic education system has been transformed into a three- level structure. The first 4-year corresponds to the *primary education*, second 4-year corresponds to *lower secondary* and the third 4-year corresponds to *secondary education*.

The organizational structure of the Ministry of National Education (MoNE) changed and reformed by the decree law dated 25.08.2011 and numbered 652. Regarding the legal regulation on reforming of MoNE’s organizational structure, DG’s within the Ministry restructured and simplified.

According to this formation, Educational DG’s of MoNE:

- Directorate General for Basic Education
- Directorate General for Secondary Education
- Directorate General for Vocational Education and Training
- Directorate General for Religious Education
- Directorate General for Special Education and Consulting Services
- Directorate General for Life Long Learning
- Directorate General for Private Educational Institutions
- Directorate General for Innovation and Education Technologies
- Directorate General for Teacher Training and Developing

For the Human Resources Development, these DG’s have important role in order to define and implement educational policies in order to provide the linkage between the education and employment.

On the other hand, after the restructuring of MoNE, the former Directorate General for Apprenticeship and Non-formal Education has been transformed as the DG for Life Long Learning. In the transition period within the MoNE, regulations on apprenticeship and vocational training are still on going. Accordingly, Operation Identification Sheets of HRD OP will be prepared in light of the latest legal regulations to be made by MoNE.

¹³According to National Education Statistics, Formal Education, 2011- 2012, pre- primary education involves the education of children in the age group of 3 to 5 who have not reached the age of compulsory primary education, on an optional basis. Pre- primary education institutions may be established as independent kindergartens or, where considered necessary, as nursery classes within a primary education school or as a practice class affiliated to other related education institutions.

¹⁴ National Education Statistics, Formal Education, 2011- 2012

As stated in Primary and Basic Education Act No.222, primary education is served by primary educational institutions and it is compulsory for girls and boys who are in primary education age. Primary education is free of charge in state schools.

According to the Law on Primary Education and Education numbered 222, primary education institutions are:

a) Compulsory institutions

- Primary education institutions (day schools, boarding schools and mobile schools)
- Trainer and supplementary classes and courses¹⁵
- Schools and classes for children who need special education

b) Optional institutions

- Pre-primary education institutions
- Supplementary classes and courses

Primary education, on the other hand, was compulsory and had been extended from five to eight years by the enactment of the 1997 Basic Education Law.

Recently, the Turkish Grand National Assembly has legalised educational regulations regarding primary education and enforced a law on education dated 30.03.2012 and numbered 6287¹⁶. In this respect, primary education is a compulsory education conducted through four-year primary school. Lower secondary education is also compulsory in which optional and selective courses in line with the students' abilities, progress and choices are provided.

Secondary education is primary education based and four-year compulsory. It consists of all formal or non-formal general, Vocational Education and Training institutions. Graduates of these schools obtain secondary school degree.

Higher education includes two-year post-secondary vocational education programs, four year programs providing bachelor degrees, master and PhD Programmes. It is possible to place vocational and technical secondary school graduates to the two year higher education institutions related with their field without any examination.

Pre-primary education is not compulsory in Turkey. Pre-primary education is voluntary for the children less than 60 months of age. After this age, primary education shall start which would

¹⁵Supplementary courses/classes aim to cover the losses of students in compulsory age of education who could not attend courses because of various reasons like migration, financial issues or others.

¹⁶Law on Making Amendments on the Law of Primary Education and Education and Several Laws

have implications on the pre- primary education. Following the extension of the compulsory pre-school education to 71 provinces in the school year 2011-2012, the enrolment rate for pre-school education increased from 43.10% to 44.04% for the age group of 4-5 and the number of students and teachers at pre-school education increased by 5.6% and 15.6% respectively for 2011-2012 educational year. In addition, for the age groups 3-5 and 5, the enrolment rate for pre- school education in 2011- 2012 educational year is 30.87% and 65.69% respectively. The secondary education system in Turkey is classified as general secondary education and vocational and technical secondary education.

Non-formal education covers all the educational activities without formal education in accordance with the general objectives and basic principles of national education. Non-formal education, which covers citizens who have never entered the formal education system or are at any level of it or have left at that level, is provided by Public Education Centres affiliated to the General Directorate of Life Long Learning of MoNE, public institutions, universities, NGOs and private organizations. It covers a wide range of fields; such as, teaching programs for reading and writing, scientific, technological, economic, social and cultural programs to make people acquire skills for increasing their employability and professional development.

In 2010-2011 educational year, the education system included 24.631 million students (except higher education), 16.845 million of which are in the formal education. 7.786 million of which are in non-formal education in 2010-2011 educational year. In formal education which covers 2010-2011 educational year, 1.115 million students are in pre-primary education, 10.981 million students are in primary education, and 4.748 million students are in secondary education.

The education system in Turkey has a highly centralized structure. MoNE develops policies, sets goals for all levels of education, builds schools, designs and approves curricula, appoints teachers and provides funding. Provincial directorates coordinate and monitor regional activities in line with these national policies. The decisions of MoNE are followed up and executed by schools.

On the other hand, the centralized education system based on selecting and sorting students through national examinations, insufficient career guidance services and difficulties in horizontal and vertical transitions are main challenges. Students do not have many opportunities to have education in the programmes they choose in line with their abilities and interests.

MoNE and MoLSS including ISKUR are the main actors in Turkey's career guidance system as well as the Higher Education Council (YOK), Vocational Qualifications Authority (VQA), employers' organisations, trade unions and private companies. However, the career guidance in Turkey is not yet fully equipped to meet the demands of lifelong learning and labour market.

The Law of "Vocational Qualifications Authority" (VQA) was accepted by Grand National Assembly of Turkey in September 2006. This legal arrangement is a turning point for a national qualification system. This authority is the responsible body to establish and execute the national qualifications system in a trilateral dialogue as an affiliated body of Ministry of Labour and Social Security.

Significant amendments were introduced to VQA Law No. 5544 by Decree Law No. 665 of 11 October 2011. With these amendments, the responsibility of VQA to establish the Turkish Qualifications Framework and to reference it to European Qualifications Framework (EQF) has been included in the law and it has been clearly indicated that all activities associated therewith shall be carried out by VQA in coordination with the relevant institutions. In line with these

amendments, the secondary legislation is currently being revised and new regulations are being drafted. Regulation on Vocational Qualification, Testing and Certification, which was published in the Official Gazette on 30 December 2008, is being revised to reflect the amendments to the VQA Law and the revision process will be completed in 2012. Similarly, a new Regulation on Training Accreditation and a Regulation on the National Qualifications Framework will be issued by VQA in 2012.

According to the SWOT analysis of the current career guidance system in Turkey in the World Bank Report¹⁷, the main weaknesses of the career guidance services are:

- General guidance services within schools tend to focus mainly on personal and social counselling, and on educational guidance (related in particular to university entrance) and to pay less attention to career exploration and career guidance.
- These services in universities are very limited and there is no networking structure to support university students.
- They are limited, especially labour market information on present and projected future supply and demand by occupation and tend to be difficult for individuals to access.
- There is a lack of strategic leadership and co-ordination across the field as a whole.

To overcome these weaknesses, Turkey needs to develop a career guidance service in a consistent system by different stakeholders such as schools, higher education institutions, public employment institutions and private and voluntary sectors. Career guidance and counselling services should be served from the beginning of the educational life of the individuals in order to choose best options. Furthermore, the linkage between secondary and higher education should be strengthened.

In a document of a working group of MoNE, several activities are proposed for a better career guidance system. The activities are organised according to five goals:

1. Establish coordination between the units for the functioning of guidance and orientation services and practices in education.
2. Improve guidance and psychological counselling services in orientation.
3. Organize and support the transitions between levels of the secondary and higher education and practices for orientation to secondary education in a student centered and guidance centered manner.
4. Improve the education oriented guidance and orientation practices in preschool and primary education.
5. Improve the information, guidance and counselling services for LLL.

Turkey also aims to move towards a broader and more flexible vocational orientation within schooling in addition to the recent experience gained by ALMP projects of ISKUR.¹⁸

¹⁷World Bank, Country Report on Turkey, Public Policies and Career Development, 2003

¹⁸SVET Report on “Stimulating Power for the Success of Turkey (Türkiye’nin Başarısı için İtici Güç)”, 2006

In terms of horizontal and vertical transitions, there is limited data about the results of the transitions within the educational system. In that case, as it mentioned before, students are not allowed to change or shift their field of study unless they pass the central examination. In this respect, vertical transition's for students is based on the central examination. This problem is closely related with the fact that there is a tendency to orient students not in line with their talents and interests, but according to their academic success. The education system needs a systematic, planned and continuous implementation based on knowing and orienting the individual in order to ensure integration in transfers at all levels of education from preschool to higher education and LLL opportunities.

MoNE is taking actions to tackle these challenges and to increase the number of students who enter the labour market with adequate skills. The main policy objectives are to ensure that all students have the skills necessary for the labour market as well as basic skills for lifelong learning opportunities.

2.1.1.2.2. Early school-leaving

According to Council Recommendation of 28 June 2011¹⁹, early school leaving can be defined as a failure to complete upper secondary [secondary] school, a failure to complete compulsory schooling or failure to gain qualifications or school leaving certificates. At EU level, early school leaving rates are defined by the proportion of the population aged 18- 24 with only lower secondary education or less and no longer in education or training. According to the same Recommendation, while the term “early school leaving” includes all forms of leaving education and training before completing upper secondary [secondary] education or equivalents in vocational education and training, the term “school drop out” is used with a much more restricted meaning: it refers to discontinuing an ongoing course in general or vocational education. According to the Recommendation, early school leaving has considerable implications at individual, economic and social level. At individual level, by early school leaving; risk of unemployment, poverty and social exclusion is increased; lifetime earnings and overall wellbeing of the individuals are negatively affected. At the level of economy and society at large, innovation, growth and production potential of economy is decreased.

Early school leaving is one of the major problems of Turkey. In this regard, low enrolment rate and high drop-out rates in secondary education, especially of girls, particularly at vocational secondary education are considerable challenges affecting the individuals, economy and the overall society. According to the EUROSTAT data stated below, the rate of early school leavers in Turkey is much higher than EU and youth educational attainment level is much lower than in EU-27:

¹⁹ Council Recommendation of 28 July 2011 on policies to reduce early school leaving, 2011/C 191/01

Table 38: Early school leavers in the EU and Turkey (%)²⁰

Early school leavers	2005	2006	2010
EU (27 countries)	15.6	15.4	14.1
EU (25 countries)	15.2	15.1	13.8
EU (15 countries)	17.3	17	15.4
Turkey	51.3	50	43.1

Source: EUROSTAT

Table 39: Persons of the age 20 to 24 having completed at least secondary education by gender (%)²¹

	2008	2009	2010
EU (27 countries)	78,5	78,6	79,0
EU (25 countries)	78.4	78.5	79,0
EU (15 countries)	75,8	76,0	76,6
Turkey	48,9	50,0	51,1

Source: EUROSTAT²²

2.1.1.2.3. Enrolment and Drop Out Rates Including Absenteeism by Level of Education

Adult population (25-64 years of age) has an average of 9.6 years of education²³, lower than the OECD average of 12 years. There has been progress in the enrolment rate and attendance from primary to secondary education as a result of the amendment made in the Basic Education Law and projects and campaigns made. However, in terms of enrolment rate, there are regional differences at all levels of education. 100% enrolment rate target in primary school has been almost achieved. Besides, targets for enrolment rate in secondary and vocational education especially for girls could not be reached.

Table 31: Population with at least secondary education, percentage by age group

Population with at least upper secondary education	Age	Age	Age	Age	Age
Countries	25-64	25-34	35-44	45-54	55-64
OECD Average	73	81	77	71	61
EU21 Average	75	83	79	72	63
Turkey	31	42	28	25	19

Source: OECD, Education at a Glance, 2009

²⁰The indicator refers to persons aged 18 to 24 in the following two conditions: the highest level of education or training attained is ISCED 0,1, 2 or 3c short and respondents declared not having received any education or training in the four weeks preceding the survey. The denominator consists of the total population of the same age group, excluding no answers to the questions "highest level of education or training attained". Both the numerators and the denominators come from the EU Labour Force Survey (LFS).

²¹The indicator is defined as the percentage of young people of the age 20-24 years having attained at least secondary education attainment level, i.e. with an education level ISCED 3a, 3b or 3c long minimum (numerator). The denominator consists of the total population of the same age group, excluding no answers to the questions "highest level of education or training attained". Both the numerators and the denominators come from the EU Labour Force Survey (LFS).

²²<http://epp.eurostat.ec.europa.eu/tgm/table.do?tab=table&init=1&plugin=1&language=en&pcode=tsiir110>

²³OECD, Education at a Glance 2005; data 2003. Only formal education is considered.

According to the 2010-2011 Statistics of MoNE, enrolment rates by the level of education and educational year are provided below:

Table 32: Enrolment rate by the level of education and educational year (1997-2011) (%)

Educational Year	Gross Net	Primary Education			Secondary Education			Higher Education		
		Total	Male	Female	Total	Male	Female	Total	Male	Female
1997-1998	Gross	89,51	96,26	82,43	52,79	60,20	44,98	19,52	22,92	15,95
	Net	84,74	90,25	78,97	37,87	41,39	34,16	10,25	11,28	9,17
1999-2000	Gross	97,52	103,31	91,47	58,84	67,10	50,15	21,05	24,55	17,42
	Net	93,54	98,41	88,45	40,38	44,05	36,52	11,62	12,68	10,52
2001-2002	Gross	99,45	104,19	94,51	67,89	76,94	58,38	23,37	26,59	19,99
	Net	92,40	96,20	88,45	48,11	53,01	42,97	12,98	13,75	12,17
2002-2003	Gross	96,49	100,89	91,91	80,76	93,36	67,52	27,12	31,00	23,04
	Net	90,98	94,49	87,34	50,57	55,72	45,16	14,65	15,73	13,53
2003-2004	Gross	96,30	100,3	92,14	80,97	90,08	70,67	28,15	32,23	23,88
	Net	90,21	93,41	86,89	53,57	58,08	48,43	15,31	16,62	13,93
2004-2005	Gross	95,74	99,48	91,85	80,90	89,5	71,88	30,48	34,78	25,97
	Net	89,66	92,58	86,63	54,87	59	50,51	16,60	18,03	15,10
2005-2006	Gross	95,59	98,83	92,24	85,18	95,07	74,88	34,46	38,78	29,94
	Net	89,77	92,29	87,16	56,63	61,13	51,95	18,85	20,22	17,41
2006-2007	Gross	96,34	99,34	93,37	86,64	96,24	76,66	36,59	41,07	31,89
	Net	90,13	92,25	87,93	56,51	60,71	52,16	20,14	21,56	18,66
2007-2008	Gross	104,54	106,41	102,57	87,55	94,04	80,70	38,19	42,62	33,56
	Net	97,37	98,53	96,14	58,56	61,17	55,81	21,06	22,37	19,69
2008-2009	Gross	103,84	104,91	102,71	76,62	80,96	72,05	44,27	49,05	39,28
	Net	96,49	96,99	95,97	58,52	60,63	56,30	27,69	29,40	25,92
2009-2010	Gross	106,48	107,05	105,88	84,19	89,14	78,97	53,43	58,14	48,48
	Net	98,17	98,47	97,84	64,95	67,55	62,21	30,42	31,24	29,55
2010-2011	Gross	107,58	107,36	107,81	93,34	99,06	87,31			
	Net	98,41	98,59	98,22	69,33	72,35	66,14			

Source: MoNE, National Education Statistics, Formal Education, 2010-2011

In terms of **pre-primary education**, enrolment rate has reached 26.92% for 3-5 aged and 38.55% for 4-5 aged in the 2009-2010 educational year and 29.85% for 3-5 aged and 43.10% for 4-5 aged

in the 2010-2011 educational year. The enrolment rate in **primary education** increased significantly as a result of the 1997 Basic Education Law, related policy actions and projects. Net enrolment rate in primary education in the 2006-2007 educational year is 90.13% and 98.41% in 2010-2011 educational year. According to statistical data contained in Education Monitoring Report 2010 of Education Reform Initiative (ERG), 90.000 of students between age of 6-13 who are not enrolled in a school. Another data employed by the Report also states that 233.956 students did not enrol in 2010-2011 year. Particularly in secondary education, the problem becomes even bigger. According to the “Education Monitoring Report 2009” of the same institution, 26% of boys and 50% of girls between the ages of 15-19 in Turkey, neither work nor go to school. Drop outs during the secondary education, data of which are provided below, should also be added to the picture. All data shows that the Priority I regions need targeted actions in this regard.²⁴

Although Turkey has not yet managed to achieve gender parity, the gender gap in the primary school continues to decrease compared to the previous years. According to the net primary school enrolment rate²⁵ for girls has increased from 98.22% to 98.56% while the rate for boys increased from 98.59% to 98.77%. For the secondary education, despite MoNE statistics, the previous year the gender gap has decreased from 4.31% to 2.39% while the net enrolment rate has increased. Net secondary rate for boys increased from 68.17% to 68.53%; for girls, it increased from 63.86% to 66.14 for 2011.

The campaign “The Support of the Enrolment of Girls – Girls, let’s go to school” was launched in 2003 in ten provinces in Eastern and South-eastern regions of Anatolia, where the enrolment rate was the lowest. This campaign has been gradually implemented all over Turkey and it was found that 273 thousand girls had not enrolled to school nationwide and 81 % of them were enrolled by this campaign. Although the target group of this campaign was girls, the boys at the rate of 1/3 of the girls are also enrolled. The number of the girls enrolled to school by the project can be seen below:

Table 33: Impact of the Campaign “The Support of the Enrolment of Girls – Girls, let’s go to school

2003 10 provinces	2004 33 Provinces	2005 53 Provinces	2006 Turkey	Total	Known but not enrolled yet
40.000	73.200	62.251	47.349	222.800	50.647

Source: MoNE web site

According to the findings of the Campaign, the main barriers to girls’ education are as follows:

- Shortage of schools and classrooms;
- Schools are often situated far away from home and many parents do not want their children, especially girls, to travel far;
- Parents do not want to send their children to schools in a poor physical situation;
- Many families suffer economic hardship;

²⁴The Reports of the Education Reform Initiative may be downloaded from <http://erg.sabanciuniv.edu/egitimizlemeraporlari>

²⁵These data reflect the figures for the 8-year compulsory education, which was changed with the new legal regulation on education, law no.222. Exact figures for the new system of 4+4+4 will be available at the end of next educational year.

- Many parents want to increase domestic income by keeping children at home to work;
- The traditional gender bias of families and female role models in rural communities;
- Many parents consider the early marriage of their girls to be more important than their education

In order to monitor and sustain the schooling of girls, a unit which is composed of relevant public authorities has been established and “address based population registration system” of TURKSTAT has also been used to monitor the schooling of girls and their changing needs related to education after the campaign.

Furthermore, an operation called “Increasing Enrolment Rates Especially for Girls (IER)” under the HRD OP has been implemented. The Operation aims at improving access for girls to secondary education and Vocational Education and Training (VET), and at increasing awareness about the importance of girls' education. A budget of more than 16 million Euros has been allocated to the Operation and 10 million Euros of the total budget have been transferred to 89 grant projects.

In the Operation, these projects have been supported²⁶:

- Projects aiming to increase enrolment rate of students in primary and secondary education
- Projects aiming to increase labour force participation rate by increasing vocational skills and qualifications
- Projects aiming at raising awareness among students' families about the importance of education and girls enrolment
- Projects aiming to decrease drop-out rate in primary and secondary education.

In Turkey, to reduce child labour and to increase enrolment rate, some measures are implemented on social policies. In this respect, with a project called “Social Risk Mitigation Project” implemented by the General Directorate of Social Assistance and Solidarity (SYDGM) under the Ministry of Family and Social Policies, , Conditional Cash Transfers (CCT) has been provided to poor families²⁷ who send their children to school with an extra 20 % incentive for girls.

The design of the CCT program intended to respond to Turkey's needs by paying higher benefits for attendance at secondary than at primary schools and by paying higher rates for girls' than for boys' attendance. Making payments of transfers conditional on use of health and education services introduced an investment aspect.

²⁶http://projeler.meb.gov.tr/pkmtr/index.php?option=com_content&view=article&id=123%3Aoezellikle-kz-cocuklarinn-okullamasnn-arttrlmas-projesi&catid=70%3Adevam-eden-projeler&Itemid=83&lang=tr

²⁷ There is not any description for poverty and poor people, which can be used by foundations as a criterion. Moreover, there is no clear explanation of the selection of beneficiaries. Almost 70 percent of beneficiaries said that they earned income of less than YTL 500 per month, identifying them as poor. Self-reported income is, of course, somewhat unreliable. Almost half of the beneficiary households report income under YTL 200 per month and over two-thirds report income below the minimum wage of YTL 380 per month, this suggests adequate targeting to the poor.

The objective is to prevent poor households from becoming poorer and to improve their children's future productivity and incomes. The CCT Programme identified eligible households through a formula built up from indicators of wealth and consumption. The Programme made payments to women in poor households on condition that they send their school-aged children to school and bring preschool-aged children to clinics for regular health visits and inoculations.

The CCT Programme aimed to target, that is to reach, the poorest 6% of the population. From the outset, it was unlikely that the target group could be reached with exact precision as the accurate income (consumption) of household could not be directly measured.

The CCT program provided an extra incentive for households to send their girls to secondary school.

Under the CCT Programme 750.888 households have received education support while 339.919 households have received both education and health support. 1.659.713 beneficiaries have got educational support.

Conditional Cash Transfers (CCT) are provided for 9 months during the educational year and paid directly to mothers whose children continue their primary and secondary education in countrywide. The transfers are provided on a bi-monthly basis (20 TL for boys and 25 TL for girls for their primary education; 35 TL for boys and 45 TL for girls for their secondary education). The amount of transfer is more for children at the age of secondary education and for girls attending to primary or secondary education. In total, 345 million TL was allocated for 2.1 million students in 2009.²⁸

In terms of **pre-primary education**, enrolment rate has reached 26.92% for 3-5 aged and 38.55% for 4-5 aged in the 2009-2010 educational year and 29.85% for 3-5 aged and 43.10% for 4-5 aged in the 2010-2011 educational year. In the 2011-2012 educational year, the enrolment rates for the age groups 3-5 and 4-5 has increased to 30.87% and 44.04%, respectively. Nevertheless, it is still considerably below the EU average (85%). There is also a gender difference in enrolment rates of pre-primary education.

Enrolment rate in eight- year compulsory **primary education** increased significantly as a result of the 1997 Basic Education Law, related policy actions and projects. Net enrolment rate in primary education in the 2006-2007 educational year is 90.13% and 98.41% in 2010-2011 educational year. While net enrolment rate of girls having primary education was 78.97% in the 1997-1998 educational year, it reached to 98.22% in the 2010-2011 educational year. However, the target is 100% schooling ratio in primary education. The difference between net enrolment rates of boys and girls decreased from 11.2% in the 1997-1998 educational year to 4.32% in 2006-2007 educational year. Furthermore, according to the latest statistics of MoNE, the difference between net enrolment rates of boys and girls is almost closed in 2010-2011 educational year, it decreased to 0,37%. In 2010-2011 educational year, net enrolment rate of girls was 98.22% while boys' enrolment rate was 98.59%. In 2011-2012 the net primary school

²⁸<http://www.sydgm.gov.tr/tr/html/237>

enrolment rate²⁹ for girls has increased from 98.22% to 98.56% while the rate for boys increased from 98.59% to 98.77%.

For the secondary education, despite MoNE statistics, the previous year the gender gap has decreased from 4.31% to 2.39% while the net enrolment rate has increased. Net secondary rate for boys increased from 68.17% to 68.53%; for girls, it increased from 63.86% to 66.14% for 2011.

Importantly, net schooling rate by itself is not a sufficient indicator. Regular attendance is also an important indicator. In this regard, the increase in the rate of absenteeism in primary education is also an important parameter. Whereas 4% of students were absent for 20 or more days in 2010-2011, 4.5% were absent for 20 or more days in 2011-2012. The increase in the gender distribution of absenteeism was realised as 4.4 % for boys and 4.6 % for girls.

Furthermore, drop-out problem should also be taken into consideration for the Vocational Education and Training. Drop-out rate is approximately 73% in vocational and technical high schools. For instance, in 2010-2011 educational term, only 314.448 students out of 1.177.725 graduated from vocational and technical high schools. Vocational and technical courses start in the second year of the education which is too late for students. Therefore, VET students have tendency to drop-out because of the structure of the curricula.

Enrolment rate in **secondary education** is still unsatisfactory. Net enrolment rate in secondary education in the 2006-2007 educational year is 56.51% while it has reached to 69.33% in the 2010-2011 educational year³⁰. It is clear that the difference between gross and net enrolment rates is highest in secondary education. Lack of advanced VET programmes, efficient career and vocational services and difficulties in horizontal transitions between different types of programs are the main reasons for dropping out in secondary education.

Besides, according to the “Education Monitoring Report 2009” of Education Reform initiative (ERG)³¹, 26% of boys and 50% of girls between the ages of 15-19 in Turkey, neither work nor go to school. This problem becomes bigger when the issue of long term absence (absence for more than 20 days) which is not included in these data is considered.

The gender gap has decreased while the net enrolment rate has increased; the gender difference in terms of enrolment rate in secondary education is greater than in primary education. The net enrolment rate for girls was 52.16% while for boys it was 60.71% in 2006-2007 educational year. The net enrolment rate for girls has increased to 66.14% and net enrolment rate for boys has increased to 72.35% in 2010-2011 educational year.

Another important issue in secondary education is the lower demand for vocational education than for general secondary education. In the 2005-2006 educational year, more than 3 million students are in secondary education, 36% of them are in vocational education and 64% of them

²⁹These data reflect the figures for the 8-year compulsory education, which was changed with the new legal regulation on education, law no.222. Exact figures for the new system of 4+4+4 will be available at the end of next educational year.

³⁰In the first draft of the OP, the latest statistics belong to the 2006 year. In order to set out the developments since 2011 out-dated statistics are not deleted.

³¹The Reports of the Education Reform Initiative may be downloaded from <http://erg.sabanciuniv.edu/egitimizlemeraporlari>

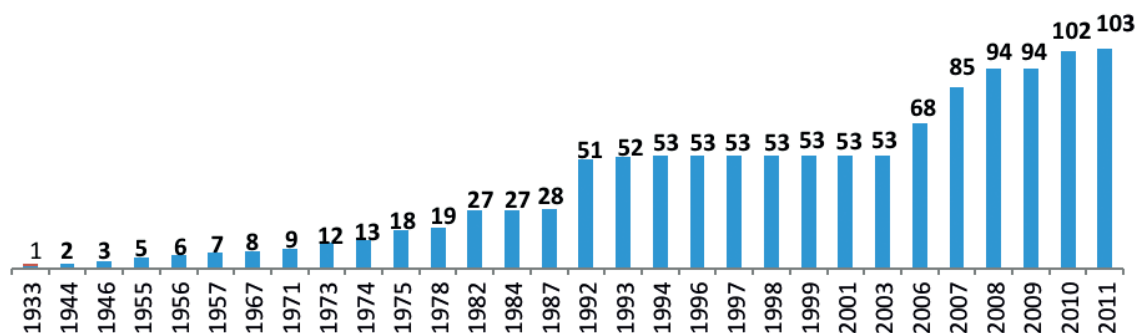
are in general secondary education. The gap between general secondary education and vocational education has showed decreasing trend in recent years. In the 2010-2011 educational year, 4.748.610 students are in secondary education, 2.072.487 of them in Vocational Education and Training while 2.676.123 of them in general secondary education³². Although some improvements have been made regarding the participation to the vocational and technical secondary education, these figures are still far from the desired level in vocational education. Lack of effective orientation and vocational guidance services, insufficient education-employment relation, lack of capacity of vocational schools, insufficient quality of education and the difficulty for finding jobs after graduation cause the low rate of the students attending vocational secondary schools. Furthermore, drop-out problem should also be taken into consideration for the Vocational Education and Training. Drop-out rate is approximately 73% in vocational and technical high schools. Vocational and technical courses start in the second year of the education which is too late for students. Therefore, VET students have tendency to drop-out because of the structure of the curricula.

Regarding gender gap in terms of VET schooling, for the 2010-2011 educational year, there are 2.072.487 students in vocational and technical schools, 1.177.725 of them are boy while 894.762 are girl.

Enrolment rates in **higher education**

According to Table 36, in 2011, there were 165 universities in Turkey. Among those, according to Table 34, 103 of them are public and, according to Table 35, 62 of them are non-profit foundation universities. There are also 7 foundation post-secondary VET schools and 10 other higher education institutions. The tables indicate an increase in the number both of the public and non-profit foundation universities.

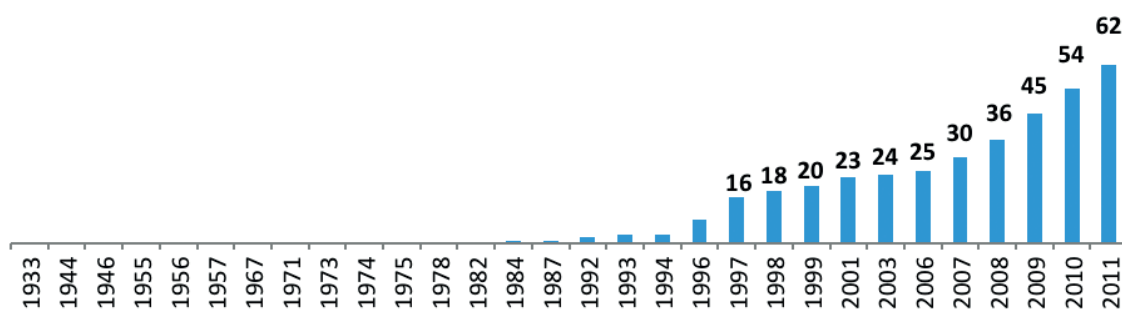
Table 34: Number of Public Universities in Turkey (1933-2011)



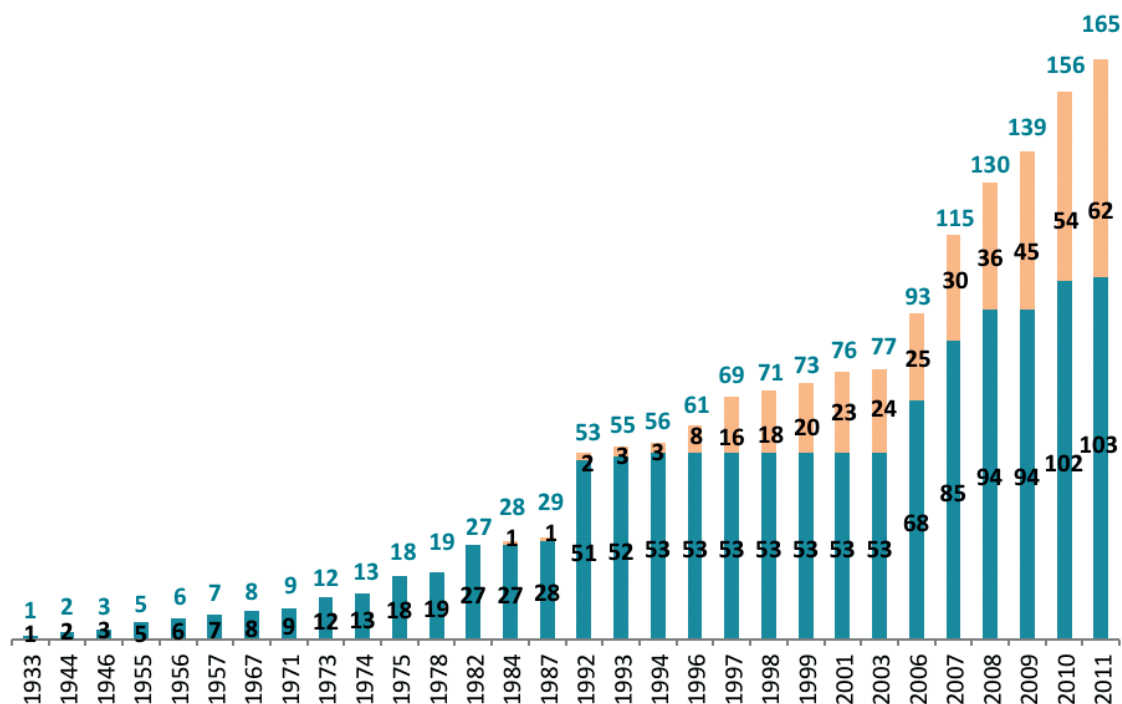
Source: Higher Education Council of Turkey

³²MoNE, National Education Statistics, Formal Education, 2010.

Table 35: Number of Non- profit Foundation Universities in Turkey (1933-2011)



Source: Higher Education Council of Turkey

Table 36: Total number of Universities in Turkey (1933-2011)³³

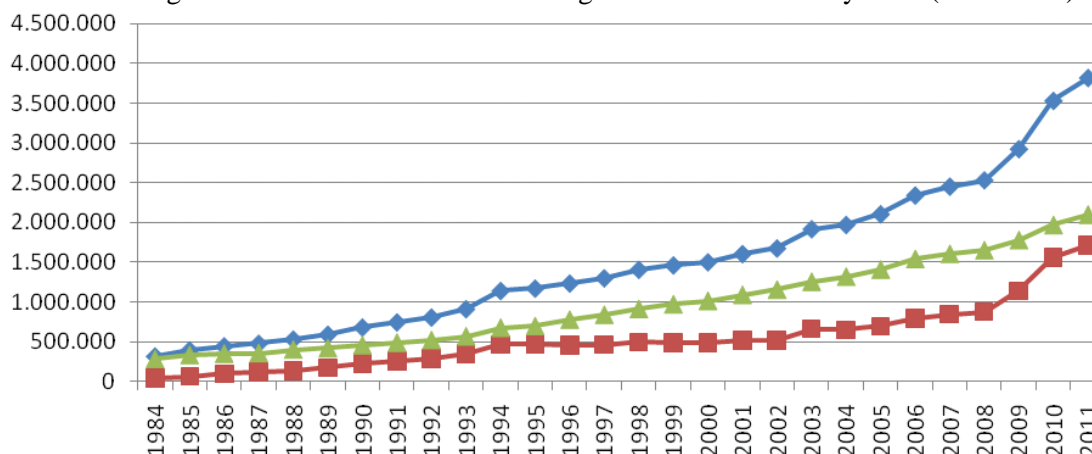
Source: Higher Education Council of Turkey

³³ In the graph, the blue columns indicate the public universities while the red columns indicate foundation universities.

According to Table 37, as of 2011, total number of higher education students (including open education) is almost four million (3,817,086). 3,583,834 of them are in the public universities; 193,244 of them are in the non-profit foundation universities; 3,838 of them are in the foundation post-secondary VET schools and 36,170 of them are in the other higher education institutions. Public and non-profit foundation universities have 94% and 5% of higher education students, respectively.

The number of open education students is 1,713,923. Therefore, about 45% of higher education students continue their studies via open university and 55% of that via face-to-face education. The number of foreign students in Turkish higher education system is only 26,288.

Table 37: Change in Number of the Students in Higher Education Year by Year (1984-2011)³⁴



Source: OSYM Higher Education Statistics, 1984-2010

As of 2011, there are 687 post-secondary VET schools and 607 of them are public university post-secondary VET schools; 40 of them are non-profit foundation university post-secondary VET schools; 7 of them are foundation post-secondary VET schools and 33 of them are other post-secondary VET schools. Almost 88% of post-secondary VET schools are public university post-secondary VET schools.

Total number of post-secondary VET school students is 1,042,350. About 41% of them are distance education post-secondary VET school students and 59% of them are face-to-face education post-secondary VET school students.

The number of post-secondary VET students is 614,873 if not including open education post-secondary VET school students (483,437). 560,733 of them are public university post-secondary VET school students; 30,481 of them are non-profit foundation university post-secondary VET school students; 3,838 of them are foundation post-secondary school students and 19,821 of them are other post-secondary VET school students. So, 91% of post-secondary VET school students study in public universities but 5% of them are in non-profit foundation universities. Almost 30% of higher education students are post-secondary VET school students in Turkey, irrespective of the open education students are included or not.

³⁴ The blue line refers to the total number of the students in higher education while the red line refers to open education and green line refers to face-to-face education.

Net enrolment rate in **higher education** in 2010-2011 educational year is 30.06%. Only 350 thousand students out of 1.6 million applicants (i.e. 21.8 %) who took the university entrance examination found a place in a formal education institution. There is a problem of lack of capacity in terms of higher education. The remaining 1.25 million young people, who have not acquired a professional skill during their high school education, usually experience employment difficulties after their graduation.

Gender gap in schooling rate at university level is relatively small (31.24 % and 29.55 % for boys and girls respectively) in the 2009-2010 academic year.

There are 111,495 academic staff in Turkey. 95,891 of them are in the public universities; 12,392 of them are in the non-profit foundation universities; 179 of them are in the foundation post-secondary VET schools and 3,033 of them are in the other higher education institutions. Public and non-profit foundation universities have nearly 86% and 11% of higher education academic staff, respectively.

Total number of post-secondary VET schools academic staff is 11,590 and almost 10% of higher education academic staffs continue to work in post-secondary VET schools. 8,732 of them are in public university post-secondary VET schools; 1,071 of them are in non-profit foundation university post-secondary VET schools; 179 of them are in foundation post-secondary VET schools and 1,608 of them are in other post-secondary VET schools. Therefore, 75% of post-secondary VET schools academic staffs work in public universities but 9% of them work in non-profit foundation universities.

2.1.1.2.4. Enrolment Rates in Priority I and Priority II regions

The level of enrolment rate is lower in the Priority I Regions than in Priority II Regions. As can be seen from the table below, this difference is severe at secondary education for girls in growth centres and in the Priority I Region. In addition, enrolment rates are at the lowest levels in some other provinces in the Priority I Regions.

Table 40: Enrolment rates by province and level of education, beginning of 2010-2011 educational year

A. Total	B. Male	C. Female			D. Gross		E. Net (%)
		Primary education			Secondary education		
Growth Centres	Schooling Ratio	A	B	C	A	B	C
		Priority I Regions					
Malatya	D	106,75	106,80	106,70	110,72	118,58	102,54
	E	98,31	98,55	98,04	80,01	84,58	75,25
Elazığ	D	107,85	107,14	108,60	107,98	116,69	98,89
	E	98,43	98,77	98,08	76,16	82,53	69,50
Erzurum	D	106,39	104,76	108,09	76,55	86,78	63,95
	E	96,80	96,77	96,82	52,59	60,23	44,54
Van	D	108,74	109,07	108,39	57,34	68,35	45,55
	E	95,29	96,29	94,25	36,68	43,48	29,40
Gaziantep	D	108,93	108,59	109,29	79,37	87,43	70,81
	E	99,12	99,27	98,96	58,58	62,94	53,95
Diyarbakır	D	112,66	111,18	114,22	75,50	86,24	64,19

	E	98,53	98,66	98,39	48,52	55,30	41,48
Şanlıurfa	D	114,62	114,68	114,55	55,16	68,02	41,65
	E	97,34	97,99	96,66	36,59	44,15	28,64
Samsun	D	105,34	104,81	105,90	91,35	94,62	87,99
	E	99,30	99,52	99,02	70,57	73,01	68,07
Trabzon	D	102,60	102,17	103,04	105,95	110,42	101,36
	E	96,23	96,49	95,97	80,71	83,23	78,13
Kayseri	D	104,56	104,60	104,52	98,81	104,27	93,15
	E	98,99	99,16	98,81	77,58	80,20	74,87
Sivas	D	104,79	105,31	104,25	90,58	97,81	83,01
	E	98,58	98,76	98,38	70,72	74,39	68,88
Kars	D	105,61	105,45	105,78	63,32	68,73	57,53
	E	96,45	96,79	96,10	45,80	48,26	43,15
Batman	D	113,32	113,52	113,11	83,98	99,64	67,55
	E	97,76	97,78	97,74	50,82	58,18	43,10
Çankırı	D	98,27	99,14	97,36	96,46	107,48	85,00
	E	91,55	91,57	91,54	76,06	83,25	68,58
Kahramanmaraş	D	105,90	106,41	105,35	80,27	88,22	71,88
	E	97,56	97,72	97,39	61,58	66,20	56,70
Priority II Region							
İstanbul	D	109,41	109,07	109,77	106,93	109,74	103,92
	E	99,38	99,60	99,16	74,51	75,37	73,60
Tekirdağ	D	107,52	107,65	107,38	105,53	110,58	100,09
	E	98,58	98,66	98,50	81,82	84,68	78,74
Balıkesir	D	106,04	105,81	106,28	95,93	97,11	94,68
	E	99,04	99,13	98,94	78,67	79,48	77,81
İzmir	D	107,44	107,02	107,90	105,23	107,35	102,98
	E	99,11	99,13	99,09	78,79	78,26	79,35
Aydın	D	107,38	107,54	107,21	92,10	93,70	90,42
	E	99,48	99,61	99,34	74,55	74,58	74,42
Manisa	D	107,11	107,16	107,06	90,36	92,57	88,04
	E	98,92	98,97	98,85	73,02	74,70	71,25
Bursa	D	106,30	105,91	106,71	103,55	109,01	97,78
	E	99,20	99,31	99,08	79,25	82,04	76,31
Kocaeli	D	105,77	105,35	106,21	112,39	120,15	104,20
	E	99,25	99,51	98,98	82,44	86,27	78,39
Ankara	D	104,43	104,13	104,74	113,34	117,48	109,00
	E	99,47	99,54	99,40	86,19	86,46	85,91
Konya	D	104,03	104,20	103,85	85,76	89,36	82,03
	E	98,39	98,63	98,13	65,67	68,08	63,16
Antalya	D	105,61	105,59	105,63	99,60	100,35	98,82
	E	98,46	98,52	98,40	74,54	74,93	74,13
Adana	D	107,74	107,85	107,61	93,08	98,51	87,35
	E	99,01	99,15	98,86	70,29	72,72	67,73
Kırkkale	D	105,25	105,52	104,97	108,42	117,67	98,70
	E	98,33	98,31	98,34	85,42	89,19	81,46
Zonguldak	D	107,36	108,05	106,63	99,60	105,96	93,19
	E	99,74	99,67	99,81	77,97	82,18	73,73
TURKEY	D	107,58	107,36	107,81	93,34	99,06	87,31
	E	98,41	98,59	98,22	69,33	72,35	66,14

Source: MoNE Educational Statistics, 2011

In the Priority I Regions, boarding and bussed education facilities are also provided. Primary regional boarding schools (YİBOs) target students living in areas where the population is too dispersed. The government pays all expenses for these schools. The number of YİBOs was 603 and the number of students in these schools is 282.132 in the 2006-2007 educational years. The rate of boys in these schools was 60%. In total, 694.329 students were transported and educated via 6.420 central bussing schools, 363.266 of which are boys and 331.053 of which were girls. Bussed education is also used in many provinces in some of the Priority I Regions; especially in the Northern and South-Eastern part of Turkey. The highest number of students transported in the 2006-2007 educational year was found in Samsun (26,004), Trabzon (22,244), Şanlıurfa (38,840), Diyarbakır (27,761), Van (19,010).

In Turkey, the number of YİBOs has decreased to 539 in 2010-2011 educational year and the number of the students in these schools has been 247.563. The rate of boys in these schools is 63%. In total, 687.056 students were transported and educated via 5.852 central bussing schools, 352.362 of which are boys and 334.694 of which are girls.

Another interesting figure is the gender difference in the number of transported students in many provinces in the South-Eastern part of Turkey; such as, Van, Şanlıurfa and Diyarbakır. Insufficient capacity and imbalanced distribution of Regional Boarding Primary Education Schools in some provinces and the difficulties of bussed education are some of the problems contributing to the non-attendance of girls in primary and secondary schools in these areas as they are not allowed by their families to go to boarding schools or to take buses to reach schools.

Secondary education enrolment rate in the Priority I regions is also at the lowest level. According to the TURKSTAT Statistics (2001-2002), the lowest net enrolment rates are seen in Şırnak (10.78), Ağrı (11.98), Muş (11.23), Şanlıurfa (13.39 %), Bitlis (14.73 %), Van (16.78 %), Mardin (18.43 %) and Hakkari (19.16 %). Although great efforts have been made for schooling in secondary education in the region, the standing of the region has not changed. According to the MoNE Educational Statistics, the lowest enrolment rates are in the cities such as Van (36.68%), Diyarbakır (48.52%), Şanlıurfa (36.59%), Kars (45.80%) and Batman (50.82%) where they located in the Priority I Regions. The gender differences are seen clearly in the Priority I Regions. In the 2005-2006 educational year, rates of girls are 43.2% in secondary school while these rates are 56.8% for boys in East and Southeast Anatolia. The problem in some provinces in the Priority I Regions is severe. For instance the net enrolment rate for girls is only 6.1% in Muş, 7.58% in Bitlis, 10.2% in Mardin and 10.66% in Siirt. As it seen in the table 35, in the beginning of 2010-2011 Educational year, the growth centers' enrolment rate for girls are 29.40% in Van and 28.64% in Şanlıurfa as the worst enrolment rates in Turkey. Children of families living in these areas, especially girls, have some difficulties in access to secondary education, mainly due to the effect of traditions, lower socio-economic levels of families and inadequate number of schools and classrooms and lack of attractive and advanced VET Programmes.

In the beginning of the 2009-2010 educational year, the lowest enrolment rates in secondary education in Turkey were recorded in Ağrı (26.92%), Van(32,79%), Muş (28.09%), Bitlis (34,26%), Şanlıurfa(32,10%) and Şırnak(34.29%), while the average rate for Turkey was 64.95%.

In the beginning of the 2010-2011 educational year, the lowest enrolment rates in secondary education in Turkey were recorded in Ağrı (30,76%), Van (36,68%), Muş (31,91%), Bitlis (38,43%), Şanlıurfa (36,59%), Şırnak (38,10%), while the average rate for Turkey was 69.33%.

Below tables figure out the ratio of graduates of higher education by 2000 and 2011 data which makes it possible to make an overview of the progress in a period of ten-years.

Table 41: Ratio of Graduates of Higher Education in Priority I Regions

YEAR	LEVEL II CODE	NUTS II LEVEL	Ratio of Graduates of Higher Education
2000	TRA1	Erzurum, Erzincan, Bayburt	3,8
2000	TRA2	Ağrı, Kars, Iğdır, Ardahan	2,4
2000	TRB1	Malatya, Elazığ, Bingöl, Tunceli	4,3
2000	TRB2	Van, Muş, Bitlis, Hakkari	2,2
2000	TRC1	Gaziantep, Adıyaman, Kilis	2,9
2000	TRC2	Şanlıurfa, Diyarbakır	2,4
2000	TRC3	Mardin, Batman, Şırnak, Siirt	2,1
2000	TR63	Hatay, Kahramanmaraş, Osmaniye	3,5
2000	TR72	Kayseri, Sivas, Yozgat	3,8
2000	TR82	Kastamonu, Çankırı, Sinop	3,4
2000	TR83	Samsun, Tokat, Çorum, Amasya	3,6
2000	TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	4

Source: TURKSTAT, 2000 Census of Population

In 2008-2009 Educational Year 447.132 students were graduated from faculties and higher education schools in Turkey.

Table 42: Number of Graduates of Higher Education in 26 NUTS II Regions

YEAR	LEVEL II CODE	NUTS II LEVEL	Total Population	Number of Graduates of Higher Education
2011	TR10	İstanbul	12.260.128	1.373.037
2011	TR21	Tekirdağ, Edirne, Kırklareli	1.448.811	125.200
2011	TR22	Balıkesir, Çanakkale	1.528.724	140.727
2011	TR31	İzmir	3.644.298	445.679
2011	TR32	Aydın, Denizli, Muğla	2.540.424	233.254
2011	TR33	Manisa, Afyonkarahisar, Kütahya, Uşak	2.692.816	184.841
2011	TR41	Bursa, Eskişehir, Bilecik	3.315.102	324.563
2011	TR42	Kocaeli, Sakarya, Düzce, Bolu, Yalova	3.002.517	261.924
2011	TR51	Ankara	4.445.317	723.754
2011	TR52	Konya, Karaman	2.036.181	153.635
2011	TR61	Antalya, Isparta, Burdur	2.435.988	245.356
2011	TR62	Adana, Mersin	3.384.302	283.124
2011	TR63	Hatay, Kahramanmaraş, Osmaniye	2.645.008	162.309
2011	TR71	Kırıkkale, Aksaray, Niğde, Nevşehir, Kırşehir	1.346.706	93.142
2011	TR72	Kayseri, Sivas, Yozgat	2.104.192	161.354
2011	TR81	Zonguldak, Karabük, Bartın	940.052	71.293
2011	TR82	Kastamonu, Çankırı, Sinop	685.254	46.109
2011	TR83	Samsun, Tokat, Çorum, Amasya	2.486.063	178.978
2011	TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	2.310.306	181.482
2011	TRA1	Erzurum, Erzincan, Bayburt	958.401	71.468

2011	TRA2	Ağrı, Kars, Iğdır, Ardahan	998.513	43.618
2011	TRB1	Malatya, Elazığ, Bingöl, Tunceli	1.498.812	117.735
2011	TRB2	Van, Muş, Bitlis, Hakkari	1.735.788	69.080
2011	TRC1	Gaziantep, Adıyaman, Kilis	2.122.256	111.043
2011	TRC2	Şanlıurfa, Diyarbakır	2.748.140	114.259
2011	TRC3	Mardin, Batman, Şırnak, Siirt	1.731.068	73.033

Source: TURKSTAT, Address Based Population Registration System Database, 2011

2.1.1.2.5. Vocational Education and Training (VET)

In formal education, Vocational Education and Training includes different kinds of schools, mainly technical high schools for girls, technical high schools for boys, trade and tourism schools, imam and preachers' high schools, and health vocational high schools. Most of these schools are affiliated to MoNE. In addition, there are 2-years post-secondary higher vocational schools and technical and vocational education faculties coordinated by universities. The Vocational Education and Training has such a complex system that there are at least 36 different kinds of schools in vocational and technical secondary education. According to MoNE statistics, there are 4029 vocational and technical high schools in the 2005-2006 educational years. This figure has shifted up to 5.179 in the beginning of the 2010-2011 educational years.

According to the report Education at a Glance 2011, published by OECD, the proportion of 25-64 year-olds with vocational upper secondary (ISCED 3/4) attainment varies widely between countries. In comparison, over 70% of the adult population in the Czech Republic and the Slovak Republic has an upper secondary vocational education as their highest level of education, whereas in Ireland, Spain and Turkey, less than 10% of the adult population has this specific orientation. A large portion of the differences between countries on this measure hinges on the relative importance of upper secondary education to other educational levels, particularly tertiary education.

The main problem in terms of formal Vocational Education and Training is low enrolment rate, as mentioned before. Only 43% of the students in secondary education are in vocational education according to the MoNE statistics 2011. The graduates of vocational secondary education have the right to continue their education in the existing 2 years post-secondary higher vocational schools without examination. However, there is a tendency to continue with higher education among graduates of vocational high schools with the expectation of finding better jobs and higher social status. In 2012, 533.512 students graduated from the vocational and technical secondary schools and 33.493 of which (6.27%) were placed into university providing bachelor's degree.

The curricula of the VET schools show similarity to general high schools. In the first year, theoretical courses are taken by the VET students instead of vocational and technical courses. Vocational and technical courses start in the second year of the education which is too late for students. Therefore, VET students have tendency to drop-out because of the structure of the curricula.

On the other hand, alternative diploma programmes must be developed for failed VET students instead of giving school leaving certificate.

Despite the on-going reforms, additional efforts are needed to improve the quality and labour market relevance of vocational education and training and to position VET on an equal level playing field with the other education sub-systems.

This low enrolment rate is mainly resulted from the challenges in the VET system. *The first challenge* is a well-functioning coordination and collaboration between private sector and vocational schools. The establishment of modular structures allowing for involvement of all related parties to ensure closer links with the needs of regional and local labour market is needed. Under the Strengthening Vocational Education and Training System in Turkey Project (SVET) funded by the EU, many modular programmes were prepared and curriculum in VET was revised. The VET modules for grades 10, 11 and 12 for 17 selected job areas were developed and finalised with the support of the SVET Programme and started to be used in all VET institutions across Turkey. Moreover, revising and modularization of the curriculum work has been continuing under the scope of same project. It is important to expand modular programmes in other occupations to be in line with the developments in socio-economic context. Moreover, assessing the impact of the new curricula implemented in vocational education and adjusting them whenever necessary and continuing to produce learning material for the new curricula is needed for the sustainability of the EU Funded VET Projects.

The second challenge is the lack of vocational and career guidance services in the education system. General and vocational guidance services at schools are very limited and mainly provided by the school's guidance and psychological counselling service. These services mostly focus on personal and social counselling and pay less attention to career and vocational guidance. ISKUR also provides vocational and career guidance services. Alongside the 81 employment offices across the country, Job and Career Counselling Services are provided in 18 provincial directorates and there are 43 Career Information Centres operating in 39 provincial directorates. These centres offer information about jobs, training and working life to those who need such information. In 2006, 67.223 students and 601 schools were provided guidance services by ISKUR while 53.795 students from 675 schools took guidance services from ISKUR in 2010.

However, in schools, the focus is on young people that are about to leave school, and need to decide on which occupation or which tertiary education programme to choose. Career guidance in public employment services focuses on unemployed with immediate job decisions. In both cases, the career guidance services are dominated by information services and immediate decisions and do not encourage learners to develop the motivation to learn and the skills to manage their own learning.

Under the SVET programme, VET Information Centres in Istanbul and Trabzon were established as career and vocational guidance and information centres. Although the establishment of VET Information Centres is an important step for Vocational Education and Training, these centres are oriented to promotion of VET but they are not functional. Capacity of these centres is needed to be improved in order to achieve better results. Moreover, introduction and orientation courses were introduced at Grade 9 to provide students with opportunity to choose between general secondary education and vocational secondary education in September 2005. In addition to these, MoNE signed a protocol on "Cooperation in Vocational Information, Guidance and Counselling" with MoLSS, Ministry of Development, TURKSTAT, YOK, ISKUR, KOSGEB, General Directorate of Productivity, Vocational Qualifications Authority (VQA), TOBB, TISK, TESK and TURK-IS. The aim of the protocol is to systematize vocational guidance services in education, employment and labour market, to ensure an inter institutional cooperation to achieve

the standards defined, to restructure the lifelong guidance services so that they comprise the social partners and all relevant parties in line with the principle of LLL.

Although the protocol envisages an active participation and collaboration of the parties to achieve the objectives defined in the protocol, the implementation needs further activation and motivation. Implementation of this protocol will be carried out through MEDAK (Career Counselling Commission).

The *third challenge* which should be tackled to increase the participation rates in VET education is easing vertical and horizontal transition between various levels, programmes of VET, as well as transition between formal and non-formal VET through recognition of prior learning (informal training). Thus, flexibility within the system will make the VET more attractive. According to the Regulation put into force in 2005, horizontal transition is possible at the Grade 9 without any condition and at the Grade 10 with some conditions between different kind of schools and programs at secondary education. Introduction to the occupations and guidance services are given through the “Introduction of Occupations and Vocational Guidance Lessons” in the first class of secondary education (9th grade) according to the talents and interests of students. The new system allows transfers from general secondary education to VET until the beginning of the 11th grade. Moreover, a system was also introduced so that maximum 10 % of graduates of Post-secondary VET Schools will have the opportunity of vertical transfer to 4-year university programmes in their own fields with an entrance exam. However, inconsistencies between the programmes make these transitions difficult and implementation of this regulation is questionable.

The *fourth challenge* is the quality of the human resources, particularly of teachers and school guidance counsellors. In the Project Modernisation of Vocational Education and Training (MVET) funded by European Union and ended in 2006, many activities for strengthening the capacity to organise and deliver a modern system of pre-service and in-service vocational education and training (VET) teacher training were carried out. 9 pre-service and 3 in-service modular curriculums for VET teachers were prepared by the participation of all relevant parties and started to be implemented in some VET faculties in 2004-2005 educational years. 14 VET faculties were provided with supplies under the project. The sustainability of the project depends on ensuring the coordination between MoNE, High Education Council (YOK) and related partners and preparing new in-service and pre-service modules. As mentioned before, the quality of school guidance counsellors need pre-service and in-service trainings for better guidance services in schools.

The *fifth challenge* is to prepare VET graduates for further education and training. At present the access to universities is limited and also post-secondary higher vocational schools are problematic. In 2001, transition from vocational and technical secondary schools to post-secondary higher vocational schools without examination became possible. As a result, considerable increases were observed in the number of post-secondary higher vocational schools students. Foundations also have been given the right to establish non-profit-making post-secondary higher vocational schools in order to train the skilled labour force required by the economy. According to the YOK Post-Secondary higher Vocational Schools Report, there are around 687 Post Secondary higher Vocational Schools and only 474 of them are functioning and only 10 % of these schools have adequate resources. (Teaching staff, physical capacity and laboratories). In addition to the post-secondary higher vocational schools established by public universities, there are also 28 higher post-secondary vocational schools established by the Foundations. In 2006, out of 1.678.326 applicants for the University exam (OSS), only 191.498 (11.44%) have been placed into the post-secondary higher vocational schools. Although the

graduates of the secondary VET schools are accepted to these schools without any entrance exam, the programmes and the curricula applied by these schools are not consistent with each other. Application of similar curricula in post-secondary higher VET schools –in some cases even a lower level - to those applied at secondary VET schools, along with insufficient infrastructure and lack of qualified teaching staff cause high dropout rates. This rate is approximately 56% in post-secondary vocational schools. Further to this, as the graduates entering the higher vocational schools fail to present the required level of basic skills and knowledge, they find it difficult to cope with the learning environment and prefer to drop out.

Vocational Education and Training faculties as well as technical education faculties have been transformed into technology faculties and educational formation courses have been removed and new engineering courses added to the curricula.

If the students of technology faculties would like to get educational formation for being technical teacher, they need vocational teacher formation centres and VET Teacher Training Centers of Excellence.

In Turkey, only graduates of education faculty have the right to be teacher. Although the university degree has a key role for the job, the professional performance should also be taken into consideration for the assignment of the teacher irrespective of their faculties.

Table 43: Number of Post-Secondary Higher Vocational Schools

Name of the University	Number of Post-Secondary Vocational Schools
Atatürk University	10
Cumhuriyet University	12
Dicle University	22
Erciyes University	7
Fırat University	11
Gaziantep University	7
Gaziosmanpaşa University	12
Harran University	9
İnönü University	10
Kafkas University	6
Kahramanmaraş Sütçü İmam University	10
Karadeniz Teknik University	7
Mustafa Kemal University	7
19 Mayıs University	12
Yüzüncü Yıl University	11
Total of 15 Growth Centres	153

Source: YOK, 2007

As can be seen from Table 43, according to YOK data for 2007, all the growth centres in the Priority I Regions have post-secondary higher vocational schools. In these growth centres, it is difficult to provide an attractive environment for the teaching staff and the students. Functioning of these schools need to be reformed as they are poorly linked to labour market needs and have important problems in terms of physical infrastructure, quality of curricula, and quality of teaching staff and delivery of practical employable skills. There is a necessity to make need analysis for these schools to benefit from them efficiently.

Another problem is related with insufficient quality and number of teaching staff. According to the YOK report, the number of students per teacher is 72 in post-secondary higher vocational schools. The second problem is the programmes in these schools which are not in line with labour market needs and secondary VET programmes. These programmes and secondary VET programmes are not complementary to each other. Because of these reasons, the quality of the courses at these schools and job opportunities of the graduates are certainly questionable.

In 2002-2003 educational years, MoNE and YOK began a project called “Developing Programmes in Post-Secondary Higher Vocational Schools”. Under this project, 15 programmes were prepared by taking into consideration the local needs and being implemented in post-secondary higher vocational schools. YOK and MoNE are committed to revise and develop new programmes in post-secondary higher vocational schools to ease transition between vocational secondary schools and post-secondary higher vocational schools. Developing suitable programmes for these schools in line with local needs and increasing their cooperation with business life is extremely important.

In terms of VET technical faculties, graduates of these faculties have important problems in finding jobs as teachers. In general, education faculties base their student intake on capacity rather than demand. The faculties are under the supervision of the Higher Education Council, which regulates the supply, whilst the Ministry of National Education, as potential employer, represents the demand. The lack of dialogue between the two institutions jeopardises the efficiency of the vocational teacher training system.

According to the Law on Vocational Training, companies employing 20 or more staff shall provide practical training to vocational and technical high school students in a ratio of at least 5% of their total number of employees. In addition, companies offering skills trainings to ten or more students must establish a training unit.

These problems at general level are also severe in the Priority I Regions. Because of the lowest enrolment and employment rates in these regions, it is urgent to increase the quality of Vocational Education and Training and make it attractive. As can be seen below, there exists capacity in terms of school existence in these regions. In the Priority I regions, the number of vocational schools is the highest in the TR-90 (294 schools) and TR-83 (244schools) among Priority I regions. However, the capacities of the schools and their attractiveness are not at satisfied level. As the ratio of graduates from higher education is at a lower ratio in the Priority I Regions, for example, the ratio is 2.1 % in TRC 3 (Mardin, Batman, Şırnak, Siirt), 2.2 % in TRB 2 (Van, Muş, Bitlis, Hakkari), it is an alternative solution to increase the quality and flexibility of post-secondary vocational higher schools in these regions for their integration into the labour market.

Table 44: Number of schools and students in Vocational Secondary Education - 2006

YEAR	LEVEL II CODE	NUTS II LEVEL	Number of Vocational Secondary Education Schools	Number of Students
2006	TRA1	Erzurum, Erzincan, Bayburt	88	17655
2006	TRA2	Ağrı, Kars, Iğdır, Ardahan	57	10049
2006	TRB1	Malatya, Elazığ, Bingöl, Tunceli	98	21117
2006	TRB2	Van, Muş, Bitlis, Hakkari	84	18973
2006	TRC1	Gaziantep, Adıyaman, Kilis	96	26541
2006	TRC2	Şanlıurfa, Diyarbakır	68	21059
2006	TRC3	Mardin, Batman, Şırnak, Siirt	74	19856
2006	TR63	Hatay, Kahramanmaraş, Osmaniye	147	41314

2006	TR72	Kayseri, Sivas, Yozgat	178	43114
2006	TR82	Kastamonu, Çankırı, Sinop	112	16751
2006	TR83	Samsun, Tokat, Çorum, Amasya	208	52050
2006	TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	263	61611

Source: TURKSTAT

Table 45: Number of schools and students in Vocational Secondary Education, 2011

YEAR	LEVEL II CODE	NUTS II LEVEL	Number of Vocational Secondary Education Schools	Number of Students
2011	TR	Turkey	5501	2090220
2011	TR10	İstanbul	579	372321
2011	TR21	Tekirdağ, Edirne, Kırklareli	152	44502
2011	TR22	Balıkesir, Çanakkale	185	43505
2011	TR31	İzmir	267	109593
2011	TR32	Aydın, Denizli, Muğla	228	71783
2011	TR33	Manisa, Afyonkarahisar, Kütahya, Uşak	325	91185
2011	TR41	Bursa, Eskişehir, Bilecik	305	122982
2011	TR42	Kocaeli, Sakarya, Düzce, Bolu, Yalova	315	123162
2011	TR51	Ankara	339	126651
2011	TR52	Konya, Karaman	205	72466
2011	TR61	Antalya, Isparta, Burdur	218	72575
2011	TR62	Adana, Mersin	212	99561
2011	TR63	Hatay, Kahramanmaraş, Osmaniye	187	89658
2011	TR71	Kırıkkale, Aksaray, Niğde, Nevşehir, Kırşehir	154	43876
2011	TR72	Kayseri, Sivas, Yozgat	230	72011
2011	TR81	Zonguldak, Karabük, Bartın	111	31029
2011	TR82	Kastamonu, Çankırı, Sinop	119	22630
2011	TR83	Samsun, Tokat, Çorum, Amasya	259	85766
2011	TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	303	94457
2011	TRA1	Erzurum, Erzincan, Bayburt	98	29764
2011	TRA2	Ağrı, Kars, Iğdır, Ardahan	75	22653
2011	TRB1	Malatya, Elazığ, Bingöl, Tunceli	116	44379
2011	TRB2	Van, Muş, Bitlis, Hakkari	148	48551
2011	TRC1	Gaziantep, Adıyaman, Kilis	127	52920

2011	TRC2	Şanlıurfa, Diyarbakır	130	59605
2011	TRC3	Mardin, Batman, Şırnak, Siirt	114	42635

Source: MoNE National Education Statistics, 2011-2012

As it is seen on the table above, the number of the vocational schools has increased as well as the number of the VET students. As it mentioned, the gap between general secondary education and VET secondary education tend to be decreased year by year.

Under the EU Funded VET Projects, out of 30 pilot provinces, 13 provinces³⁵ are in the Priority I Regions and 2 growth centres (Gaziantep and Trabzon) were also project region centres and many institutions and schools, vocational training centres and public education centres in these and near provinces were supported under the scope of that Project. In addition to the measures at national level, it is also important to disseminate the activities through all Priority I regions.

Higher unemployment rates among the Vocational Education and Training graduates reveal the ineffectiveness of the educational system. According to the Labour Market and Skill Needs Survey (SVET labour market team and ISKUR, 2006) made in 31 provinces including 13 provinces in the Priority I Regions; 74 % of the companies indicated that they have not recruited any graduates of vocational and technical schools in the last 12 months. The ratio of companies that hired graduates of VET is only 2% in the Trabzon Region (Erzurum, Kars, Samsun, Trabzon, and Van) and 6 % in the Gaziantep Region (Adana, Diyarbakir, Elazığ, Gaziantep, Malatya, Mardin, Mersin, Muş, and Şanlıurfa).

A functioning apprenticeship system is a mechanism that facilitates the transition from school to work and an alternative way to gain a vocation not necessarily by attending the formal education system. Apprenticeship training is a dual training system in which theoretical training is given in Vocational Education and Training schools and vocational training centres and practical training is given in enterprises. The period of apprenticeship training is 2-4 years depending on the professions. Those who complete apprenticeships follow a process including examinations and required work experience to get to the foremanship and the master's qualifications. According to the Law on Vocational Training, persons of at least 15 years of age and at least primary education graduates are allowed to participate in apprenticeship training. By means of the amendment made in the Apprenticeship Training Act in 2001, the upper age limit of 19 years for admittance into apprenticeship training has been abolished so that young adults can participate in the program as well. Despite this change, the program still mainly attracts younger individuals who have dropped out of the schooling system after the completion of basic compulsory education.

Since the latest legal regulation establishing 12-years compulsory education (4+4+4), the age to start apprenticeship programme has increased. Further regulations should be made in order to provide sound apprenticeship training.

According to the TURKSTAT statistics at the end of the educational year 2009-2010, 284.543 students (232.629 male, 51.914 female) attended to and graduated from vocational education centres in apprenticeship trainings in 300 vocational education centres. Apprenticeship education is provided in nearly 133 occupations and the Ministry of National Education extends the

³⁵Kayseri, Diyarbakir, Elazig, Gaziantep, Malatya, Mardin, Mus, Sanliurfa, Erzurum, Kars, Samsun, Trabzon, Van

occupations in which apprenticeship education is provided. A functioning apprenticeship is also important due to the limited capacity of universities. However, this system has important challenges that hamper its functioning. Overall, demand for formal apprenticeship training is low.

For the end of 2009-2010 educational year, the number of public education centres throughout Turkey is 969 and 3.096.828 people participated in 154.889 courses. 696.357 people participated in 34.940 vocational and technical courses.

In Turkey, regarding the efficiency of the apprenticeship system, the first challenge is the commitment of the private sector in the apprenticeship system. Further support from employers is necessary for the sustainability of the apprenticeship system. There exist many protocols between MoNE and companies, municipalities including apprenticeship programmes. It is necessary to disseminate such kind of protocols and projects between the Ministry, private sector and also social partners.

Another challenge in the apprenticeship system is the quality of practical training in companies. Vocational Centres founded by chambers for practical trainings may be an innovative way for tackling this challenge. The horizontal and vertical transition between the apprenticeship and other formal-non formal vocational training programmes should be made easier. Lastly, the prestige for apprenticeship is low in society and it is necessary to increase awareness on apprenticeship as well as increasing its quality.

Non-formal vocational training is provided by different actors like public institutions, municipalities, NGOs, companies. However, it is difficult to monitor these activities and have accurate figures due to its fragmented structure. There are different trainings provided by different institutions for the same certification in the same fields. There is no standard for certification, thus this situation creates inefficiency in non-formal vocational training and makes the transition from training to work difficult.

Social partners and foundations are inevitable actors in the Vocational Education and Training system. The projects of employers' and employees' at sectoral levels on establishing vocational centres, the protocols among the Ministries and social partners are good examples of their successful contributions to the VET. Moreover, Tradesmen and Craftsmen Chambers (TESK) is also one of the chambers trying to increase VET quality by focusing on mainly apprenticeship. TESK established a Vocational Training Fund to support vocational training activities. Another example is the Vocational Education and Small Scale Industries Foundation (MEKSA) as it offers practical vocational education to apprentices.

The establishment of the National Qualification System was supported by many activities under the SVET Project. The project focused on overall NQS piloting strategy, institutional accreditation criteria and procedures, an implementation plan for accreditation pilot by involved stakeholders, training for the institutional accreditation pilot, development of a template integrating the current formats for occupational and training standards (qualifications), and finally establishment of Vocational Qualification Authority. With the support of the SVET Programme, 31 occupational standards were revised and 34 new occupational standards were developed. Under this scope, the main outputs of the SVET programme are Handbooks on Levelling/Leveling and Credit-rating, Criteria and Procedures for the Accreditation of Training Institutions based on pilot exercise, Sample Qualifications based on Occupational Standards, Development Plan for the Joint Task Force on Qualifications, Criteria and Procedures for the Validation of Qualifications, Procedures for the Validation of Prior Learning, Procedures for the

Operation of Examination Commissions, Handbook on Evaluating Prior to Certification, VQA Handbook (including finalisation of NQS Functions Flowchart).

In the newly established system, National Occupational Standards are amongst the main elements and are briefly defined as the documents agreed by the business and education world, which prescribe the knowledge, skills and attitude required for the successful performance of a profession, provide input to vocational education and lay down the criteria to be used for determining national qualifications. National occupational standards are prepared by Occupational Standard Setting Bodies (OSSB) assigned by VQA and capable of representing their sectors through a participatory approach.

National Qualifications are the technical documents based on National Occupational Standards, prescribing the knowledge, skills and competence which must be possessed by an individual. The quality assurance of national occupational standards and national qualifications are ensured by the VQA Sector Committees consisting of representatives from Ministries relevant to the respective profession and the representatives of labour, employer and vocational organizations represented on the General Assembly of VQA. Social partners, who are members of General Assembly and Executive Board of VQA, are extremely important for a well-functioning qualification system. Sectoral dialogue structures are important for ensuring the social recognition of qualifications nation-wide, particularly by employers.

Assessment, evaluation, certification and accreditation activities are carried out via the authorized bodies, which are the bodies accredited by the Turkish Accreditation Agency or the accreditation institutions which concluded multilateral recognition agreements with the European Union and authorized by the VQA.

“Strengthening Vocational Qualifications Authority (VQA) and National Qualifications System (NQS) in Turkey” (UYEP) project was designed under IPA-I 2007 and initiated in October 2010. The overall objective of the Project is to ensure the provision of formal and non-formal Vocational Education and Training and training according to labour market needs, supporting life-long learning, strengthening the relation between education and employment, and facilitate harmonization with European Qualifications Framework (EQF). The project consists of three components; namely the service, supply and grant components. EU grants amounting to 6 million 600 thousand Euros was provided to social partners for the establishment of “Occupational Standards Development, Vocational Knowledge and Skills Testing and Certification Centers (VOC-TEST Centers)” under the grant component of the project. In this context, 26 organizations were awarded grants to establish VOC-TEST Centers. These centres are authorized to develop occupational standards and the qualifications. Besides, VOC-TEST centers established under the grant scheme will be entitled to carry out testing and certification activities on condition that they fulfil the accreditation requirements and are authorized by VQA. These authorized certification bodies will hold testing and grant vocational qualification certificates to persons succeeding in the testing.

2.1.1.2.6. Life-Long Learning (LLL)

Illiteracy is still a problem and an important challenge for developing basic skills for lifelong learning opportunities in Turkey, particularly in the Priority I regions. According to the 2011 Census, the percentage of illiterate population aged 6 and above is total 4.8%, 1.7% for men and 8.0% for women. Literacy rate is 98.3% for men and 91.9% for women in 2011. Total literacy rate is 95.1% in 2011.

As regards to 26NUTS II regions, illiteracy rate is the highest in TRC2 (Şanlıurfa, Diyarbakır) and TRB2 (Van, Muş, Bitlis, Hakkari) with the rate of 12.16 % and 11.34 % respectively.

Table 46: Illiterate and Literate Population of Turkey by NUTS II Regions, 2011

NUTS II Region	Illiterate	Literate	Ratio
	Population	Population	%
TR10 İstanbul	340.665	11.358.093	2,99
TR21 Tekirdağ, Edirne, Kırklareli	41.211	1.377.760	2,99
TR22 Balıkesir, Çanakkale	54.559	1.455.361	3,74
TR31 İzmir	83.451	3.506.058	2,38
TR32 Aydın, Denizli, Muğla	85.510	2.410.949	3,54
TR33 Manisa, Afyonkarahisar, Kütahya, Uşak	107.330	2.571.976	4,17
TR41 Bursa, Eskişehir, Bilecik	109.613	3.121.932	3,51
TR42 Kocaeli, Sakarya, Düzce, Bolu, Yalova	110.521	2.813.156	3,92
TR51 Ankara	120.076	4.178.387	2,87
TR52 Konya, Karaman	83.756	1.915.421	4,37
TR61 Antalya, Isparta, Burdur	58.080	2.298.674	2,52
TR62 Adana, Mersin	164.858	3.137.720	5,25
TR63 Hatay, Kahramanmaraş, Osmaniye	147.588	2.430.335	6,07
TR71 Kırıkkale, Aksaray, Niğde, Nevşehir, Kırşehir	68.651	1.266.883	5,41
TR72 Kayseri, Sivas, Yozgat	122.353	1.892.929	6,46
TR81 Zonguldak, Karabük, Bartın	62.773	860.070	7,49
TR82 Kastamonu, Çankırı, Sinop	52.692	623.384	8,45

TR83 Samsun, Tokat, Çorum, Amasya	141.276	2.287.266	6,17
TR90 Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	157.738	2084.217	7,56
TRA1 Erzurum, Erzincan, Bayburt	71.444	854.570	8,36
TRA2 Ağrı, Kars, Iğdır, Ardahan	88.167	1.546.607	5,70
TRB1 Malatya, Elazığ, Bingöl, Tunceli	116.084	1.344.622	8,63
TRB2 Van, Muş, Bitlis, Hakkari	170.108	1.498.927	11,34
TRC1 Gaziantep, Adıyaman, Kilis	150.351	1.901.187	7,90
TRC2 Şanlıurfa, Diyarbakır	284.857	2.342.032	12,16
TRC3 Mardin, Batman, Şırnak, Siirt	177.558	2.235.797	7,94
TOTAL	3.171.270	58.896.494	6,00

Source: TURKSTAT, Address Based Population Registration System Results, 2011

Table 47: Illiterate and Literate Population % Year by Year in Turkey (Population 6 years of age and over)

Census Year	Illiterate			Literate		
	Men	Women	Total	Men	Women	Total
1935	70,7	90,2	80,8	29,3	9,8	19,2
1940	63,8	87,1	75,5	36,2	12,9	24,5
1945	56,3	83,2	69,8	43,7	16,8	30,2
1950	54,5	80,6	67,5	45,5	19,4	32,5

1955	44,1	74,4	59,0	55,9	25,6	41,0
1960	46,4	75,2	60,5	53,6	24,8	39,5
1965	35,9	67,2	51,2	64,1	32,8	48,8
1970	29,7	58,2	43,8	70,3	41,8	56,2
1975	23,8	49,5	36,3	76,2	50,5	63,7
1980	20,0	45,3	32,5	80,0	54,7	67,5
1985	13,5	31,8	22,6	86,5	68,2	77,4
1990	11,2	28,0	19,5	88,8	72,0	80,5
2000	6,1	19,4	12,7	93,9	80,6	87,3
2008	3,3	13,0	8,2	96,7	86,9	91,7
2009	2,9	12,1	7,5	97,0	87,9	92,4
2010	2,2	9,8	6,0	97,7	90,1	91,4
2011	1,7	8,0	4,8	98,3	91,9	95,1

Source: TURKSTAT

Although Turkey's illiteracy rate shows decreasing trend year by year, the problem is still exists.

Although the term "LLL" refers to both initial and continuing education and training, the general perception of LLL in Turkey is more about continuing vocational training.

Lifelong learning activities in Turkey are carried out by Public Training Centres affiliated with the General Directorate of Life Long Learning of the MoNE, public institutions, social partners, universities, NGOs and private organizations. However, data on lifelong learning activities of NGOs and private sector are not provided systematically.

A draft life-long learning policy document was prepared in 2006 under the coordination of MoNE as a sub-component of the SVET project and addresses the current state of LLL opportunities in Turkey and sets out some recommendations how to develop LLL strategies and policies.

Life Long Learning Strategy Paper and its annex Turkey Life Long Learning Strategy Action Plan, prepared by under the coordination of Ministry of National Education with related institutions in the framework of adaptation of EU Acquis, were approved by Higher Planning Council of Turkey in 2009.

LLL Strategy paper was drafted in line with the Strategic Plan of the MoNE under the SVET project aiming new expansions for Turkish Vocational Education System by Projects Coordination Centre with social partners.

According to Eurostat statistics stated below, Turkey is far away from the EU average in terms of the participation rate in "Life-long learning"³⁶. Europe's target for LLL is 12.5% for 2010 whereas it has revised as 15% for 2020. It is clear that adults' participation rate in LLL is very low in Turkey comparing the EU participation.

Table 48: Adult Participation in Trainings in the EU and Turkey

Adult Participation in Trainings	2004	2005	2006	2007	2008	2009	2010
EU (27 countries)	9.2	9.6	9.5	9.3	9.4	9.3	9.1
EU (25 countries)	9.7	10.1	10.0	9.8	9.9	9.8	9.6
EU (15 countries)	10.5	11.1	11.0	10.7	10.8	10.7	10.4
Turkey	1.1	1.9	1.8	1.5	1.9	2.3	2.5

Source: EUROSTAT

The first provider of lifelong learning in Turkey is the public institutions. A non-formal Educational Institutions Decree has been approved in 2006 by the MoNE to regulate the activities of the non-formal educational institutions attached to The Directorate General of Life Long Learning of MoNE. This covers the establishment, administration, education, production, counselling, and inspection and coordination activities of all courses to be opened by Public Education Centres (PEC) or by any other institution in cooperation or with the approval of PECs, outside of private educational institutions.

According to the ETF Report titled "Turkey – Review of Human Resources Development"³⁷ it is stated that "as Turkey is expanding the tertiary education sector, quality assurance and accreditation are paramount to guarantee that minimum standards are met everywhere. The report recommends to strengthen this institution to enable it to make good progress with the implementation of its work program in higher education and the associate degree programs."

According to the Adult Education Research conducted by TURKSTAT in 2007, 13.9% of 18 and upper aged population participated in non-formal educational activities within last 12 months, while 25 and upper aged population participation ratio is 11.3%.

³⁶Life-long learning refers to persons aged 25 to 64 who stated that they received education or training in the four weeks preceding the survey.

³⁷Lizzi Feiler, Lida Kita, Rosita Van Meel, Draft version of 9 January 2012

Table 49: Participation to the Formal and Non-Formal Education within last 12 Months, 2007, %

Type of Education	Turkey			Urban Areas			Rural Areas		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
18 and Upper Aged									
Participation to the formal or non-formal education	17,20	21,07	13,49	19,29	22,90	15,77	12,82	17,12	8,84
Participation to the non-formal education only	13,92	17,17	10,81	15,16	18,08	12,31	11,34	15,22	7,74
Participation to the formal education only	5,89	7,02	4,81	7,34	8,52	6,19	2,86	3,80	1,99
Participation to the both formal and non-formal education	2,61	3,12	2,13	3,20	3,69	2,73	1,38	1,89	0,90
25 and Upper Aged									
Participation to the formal or non-formal education	12,51	15,83	9,29	13,82	16,90	10,80	9,84	13,60	6,30
Participation to the non-formal education only	11,35	14,37	8,43	12,30	15,01	9,64	9,42	13,04	6,02
Participation to the formal education only	2,05	2,57	1,54	2,60	3,14	2,06	0,93	1,38	0,51
Participation to the both formal and non-formal education	0,89	1,11	0,67	1,07	1,25	0,90	0,51	0,82	0,22

Source: TURKSTAT, Adult Education Research, 2007

The most common non-formal education is provided by public education centres³⁸. The courses are mainly literacy courses, vocational and technical courses and social and cultural courses. There are also special courses for the people with disabilities to contribute to their integration into society. The trainers who complete the courses successfully are awarded certificates which were approved by the Ministry of National Education. According to the legislation, equivalence is possible for the certificates awarded in certain courses last at least 256 hours on occupational branches which are under apprentices' scope. Moreover, it is also possible to get the foremanship exam after having the certificate from public education centres and having necessary practical experiences. In this sense, an opportunity for transition to the apprenticeship system is possible from public education centres on certain conditions.

According to the statistics of MoNE (2005-2006), the number of public education centres throughout Turkey is 924 and 1.674.358 people participated in 79.635 courses between 2005 and 2006. In 2005-2006 years, 894.406 people participated in vocational and technical courses, 585.347 people participated in social and cultural courses and 194.605 people participated in literacy courses.

As of the end of 2009-2010 Educational Year, the number of public education centres throughout Turkey is 969 and 3.096.828 people participated in 154.889 courses. 696.357 people participated in

³⁸Public education centres take place in TURKSTAT statistics as public training centres.

34.940 vocational and technical courses, 2.400.471 people participated in 119.949 general courses and 491.527 people participated in 38.852 literacy courses according to the TURKSTAT Non-Formal Education Statistics.

The efforts to make Public Education Centres more functional are continuing. In the “Support to Basic Education Programme”, 100 revised or new modular programmes for Public Education Centres were prepared and support has also been provided to help improve the capacity of Public Education Centres to monitor and to self-evaluate their own performance. 204 modular programmes in 2006 were prepared for the Public Education Centres. The process of preparation of new modular programmes and in-service trainings are still continuing.

According to the evaluation carried out with the support of the “Support to Basic Education Programme”, the context and programmes provided in public education centres are far away from the local needs and public education centres are lacking qualified teachers and equipment. Moreover, it is pointed out that level of knowledge of the public about the services of the Public Education Centres is low. The monitoring reports for evaluating the impact of new modular reports in Public Education Centres included the problems in terms of adaptability of teachers to new modular programmes in centres and figure out the need to have in-service trainings for the new modular programmes.

These centres have great potential as long as they coordinate with social actors and enterprises and continue to revise their programs in line with the local needs and have qualified trainers. These centres should have a demand-side structure rather than supply-side. According to the LLL Policy document, subjects on high demand in these centres are technical training courses, sales and marketing courses, coaching and training courses, ICT courses, management courses and language courses.

ISKUR plays also an important role in LLL activities for unemployed by providing vocational courses, Career Information Guidance and Counselling Services and Active Labour Market Policies.

The Small and Medium Enterprises Development Organisation (KOSGEB), a non-profit, semi-autonomous organisation linked to the Ministry of Science, Industry and Technology, offers consultancy and training services to contribute to the creation of self-employment through business start-up trainings to SMEs. KOSGEB is one of the major providers of consultancy and training services to SMEs and potential entrepreneurs. KOSGEB is also implementing the Developing Young Entrepreneurs Programme (DYEOP) under the World Bank Privatisation/Social Support Project. The target group of this programme is the students in formal and non-formal education after secondary level.

Municipalities are also responsible for organising courses aimed at assisting individuals in acquiring skills and finding jobs. Municipalities in good financial condition carry out activities similar to those of the Vocational Education Centres and Public Education Centres.

In addition to the public institutions, employers’ associations (TOBB, TISK, TESK and TUSIAD), and workers’ and civil servants’ trade union confederations (TURK-IS, HAK-IS, DISK and KESK, KAMU-SEN, MEMUR-SEN, BASK) are also important providers of LLL by common projects and protocols as mentioned in the VET section.

Involvement of the social partners in preparation and implementation of Lifelong Learning Strategies is extremely important. There are many platforms to involve the social partners in this process. In accordance with the amendments brought about by the Law no 4702 on Vocational Education, “Vocational Education Board” and “Provincial Vocational Education Board” which are composed of representatives of the Government, employees, employers and other social partners at the central organisation and provinces are established. “Provincial National Education Advisory Boards” which also include the representatives of non-governmental organisations have been established within the Provincial Directorate of National Education.

At all levels of the education system, distance-learning opportunities exist (open-school programs) for the needs of those who dropped out of the formal schooling system but wish to get a certain school degree. Distance learning requires by its very nature independent or autonomous learning and it needs infrastructure for web based and computer based training. MoNE conducts planning, research and strategy work for e-learning. Quite innovative programmes are already in operation. For example, open education offered at almost all levels; year-round and round-the-clock (all-day) education concepts and limited practices; using varying length of semester; applied school industry relations (dual system); local needs assessments, planning and implementation together with stakeholders; widespread practices of sponsorship, and protocols for delivering non-formal education programme. Also, it is possible to establish service protocols at local and national levels in order to meet the training needs of various institutions and enterprises and trainees in vocational courses are provided with similar supports given to Apprentices trainees.

In terms of in-firm trainings, many institutions like KOSGEB, Directorate General of Productivity under the Ministry of Science, Industry and Technology³⁹, TESK, TOBB and trade unions carry out training programs. ISKUR also provides trainings for companies. In 2006, 9.782 company trainings were provided by ISKUR. However, the number of trainings and scope of training activities need to be extended in a systematic way in order to increase the adaptability of employees and employers.

In 2010, ISKUR organized 11.821 workforce training courses and 211.627 people participated in these courses.

Directorate General of Productivity under Ministry of Science, Industry and Technology provides trainings for the companies by focusing on upper and middle-level managers of private and public sector organizations, the engineers, technicians, specialists and employees in the accounting, quality, human resources and training departments.

According to the Labour Market and Skill Needs Survey (SVET labour market team and ISKUR, 2006) 44% of the companies indicated that they face problems with “key” skills; such as, social and communication skills (27%), management skills (13%), elementary and basic skills (13%), work planning skills (11%) and ICT skills (10%). In addition to problems with key competences, 17% of the companies face technical skill problems. Most of these problems refer to skills required by the content of an occupation or to “theoretical competencies”, implying that employees do not have enough knowledge to carry out their job.

The problems with technical skills differ between occupational groups; occupations at intermediate educational level (for which a VET education is required) face most skill problems,

³⁹Former “National Productivity Centre”

high skilled or lower skilled occupations hardly face any. In the 12 months before this survey, employees from 39 % of all companies participated in training activities. The main focus was on technical training courses related to a specific subject or occupation (27%), followed by courses on sales and marketing (15%), coaching & training (15%), ICT (11%), management (10%) and personnel management (7%).

In terms of international mobility programmes, Turkey participated in the Community Programmes under the umbrella of Life Long Learning Programme (LLP) such as Leonardo da Vinci (VET), Socrates (General education), Erasmus (Higher Education), Youth for period 2004-2006 and Lifelong Learning Programme and Youth in Action Programme for the period 2007-2013. Lifelong Learning Programme gives support for education and teaching of all the people and consists of four sub-programmes: Comenius Programme for school education, Erasmus Programme for higher education, Leonardo da Vinci Programme for VET and Gruntvig Programme for adult education.

These programmes are coordinated and implemented by Turkish National Agency as the affiliated institution to the Ministry for EU Affairs.

Erasmus programme is an European Union education and training programme which aims to increase the quality of higher education in Europe. For this purpose, the Programme promotes the co-operations between higher education institutions in Europe. The partnerships and mobility activities are financially supported by the Programme.

Besides higher education institutions co-operations, Erasmus programme promotes the cooperation between higher education institutions and labour market so that universities would meet the need of labour market and graduates would have better employability opportunities.

The Leonardo da Vinci Programme funds practical projects in the field of vocational education and training. Initiatives range from those giving individuals work-related training abroad to large-scale co-operation efforts.

Leonardo da Vinci enables organisations in the vocational education sector to work with partners from across Europe; exchange best practices, and increase their staff's expertise. It should make vocational education more attractive to young people and, by helping people to gain new skills, knowledge and qualifications, the programme also boosts the overall competitiveness of the European labour market.

Innovation projects are key to the programme. They aim to improve the quality of training systems by developing and transferring innovative policies, courses, teaching methods, materials and procedures.

A Leonardo da Vinci Partnership is a framework for small-scale cooperation activities between organisations working in the field of vocational education and training which will be cooperating on themes of mutual interest to the participating organisations. The cooperation may not only include VET schools or institutions but also enterprises, social partners or other VET stakeholders. The partnership should include partners from at least 3 participating countries.

Regarding the mobility of Leonardo da Vinci, promoting the placements for students, trainees and apprentices in the initial vocational training and improving the life-long learning matter, to be ready for the future occupations and promoting the adaptation on the technological changes are main issues.

Furthermore, for transfer of innovation promoting the innovation, European dimension, transferability, quality with analysing and solving problems of the vocational training systems and

promoting the adaptation on the improving conditions and the professional innovations in the context of life-long learning are important.

More than that, learning opportunities and training possibilities throughout the European Union, EU Exchange programmes and Grants such as Erasmus and Leonardo da Vinci can be searched via PLOTEUS (Portal on Learning Opportunities throughout the European Space), managed by Directorate General for Education and Culture of the European Commission with the collaboration of the National Resources Centres for Vocational Guidance (Euroguidance). The PLOTUES aims to help students, job seekers, workers, parents, guidance counsellors and teachers to find out information about studying in Europe.

Turkish public interest in the Life Long Learning and Youth in Action Programmes seems good from the starting of the participation in the Community Programmes. Number of grant applications in all sub-actions shows increasing trend year by year.

Turkish National Agency signed a total of 2926 grant agreements with beneficiary institutions and individuals, the total number of final beneficiaries reached to 43.000.

The most important problem in non-formal education is its very fragmented structure. Thus, it is somewhat difficult to provide a complete picture of the current status of lifelong learning policies and actions and get the number of beneficiaries in a given year in Turkey. Moreover, it is difficult to monitor the quality of education and certification provided.

Key issues and areas that need policy attention and development in terms of lifelong learning concept include accessibility and flexibility, regionalization, partnership and quality assurance in Turkey. Self-directed distance (e-learning) delivery methods may be appealing for a large country with limited resources. Also, curriculum renewal is an important area, together with creating an effective national credit framework which offers opportunities for modularity, and the collecting and transfer of credit for learning in a new qualifications system so that more personalised learning becomes possible across the lifetime. Lastly, it is very important for effective comparison, monitoring and development to have access to international data, indicators and benchmarking.

In order to cope with the challenge of designing and implementing an overall LLL strategy, there is a need to continue, consolidate and expand the process of modernisation and innovation undertaken by the Ministry of National Education, Higher Education Council and Universities at various levels of the system, as follows:

- Increasing educational attainment at all levels (pre-school, primary, general secondary general, VET secondary, and higher education).
- Reforming the education system to facilitate easier transition through better links and pathways between different types and levels of education.
- Ensuring a high quality education system that provides students with key LLL competences.
- Adoption and implementation of a NQF.
- Increasing the quality and relevance of education and training institutions.

In order to strengthen and improve the quality of LLL in Turkey, “Valuing Learning” is seen as a pre-requisite. This proposal focuses on the identification, assessment and recognition of non-formal and informal learning as well as on the transfer and mutual recognition of formal certificates and diplomas. Information, guidance and counselling may be considered as a second priority for a healthy functioning LLL system. All VET schools and workplaces should be

encouraged to become learning organisations for the development of effective local learning centres to bring learning and learners together as a response to the local needs of the labour market. Finally, the new roles for teachers and learners (innovative pedagogy) should be defined according to the LLL strategies and applications. Establishment of the European Credit Transfer System for VET (ECVET) for formal and non-formal VET is crucially important for the recognition of the certificates and therefore to achieve horizontal and vertical transitions between formal and non-formal VET training institutions. By initiating the NQS with the establishment of the VQA, Turkey has already prepared the necessary infrastructure and legislation for this application, but it needs to be put in practice and strengthened the system.

The issues of lifelong learning and the development of a national qualifications framework (NQF), including the Vocational Qualifications Authority are being addressed under UYEP project of VQA financed under IPA I 2007 Programme which started in October 2011 and will last until May 2013.

In 2009, TURKSTAT has started a research in order to get information about non-formal education activities which are conducted under the programmes of Ministries, affiliated institutions, universities, municipalities, confederations and trade unions. This information has been obtained from the institutions which organize non-formal educational activities in the context of lifelong learning, except MoNE and Presidency of Religious Affairs. 3.371 participant institutions from Ministries, affiliated institutions, universities, municipalities, confederation and trade unions have contributed to this research.

In 2009, 19.817 trainings were organized by the institutions in question. 1.206.406 trainee enrolled on these courses and 810.279 of which completed the courses.

Table 50: Non-Formal Education Activities, 2009

Institution	Number of Courses	Trainee Started			Trainee Completed		
		Men	Women	Total	Men	Women	Total
Grand Total	19 817	528 947	677 459	1 206 406	403 933	406 346	810 279
Ministries and Affiliated Institutions	6 236	253 011	100 392	353 403	238 825	95 791	334 616
Universities	1 415	41 319	34 134	75 453	38 487	31 641	70 128
Municipalities	11 726	193 289	527 126	720 415	93 012	266 104	359 116
Confederations or Trade Unions	420	41 328	15 807	57 135	33 609	12 810	46 419

Source: TURKSTAT Non-Formal Education Activities Research, 2009

Table 51: Number of Courses Organized According to the Field of Education and Training (FOET), 2009

FOET Programmes	TOTAL	Ministries and Affiliated Institutions	Universities	Municipalities	Confederations or Trade Unions
TOTAL	19 817	6 236	1 435	11 726	420
General Programmes	529	204	115	193	17
Education	2 297	299	130	1 852	16
Humanities and Art	5 862	360	195	5 277	30
Social Sciences, Business and Law	4 136	3 041	476	485	134
Science, Mathematics and Computer Science	2 458	527	102	1 789	40
Engineering, Manufacturing and Construction	1 456	291	75	985	105
Agriculture and Veterinary	89	51	19	18	1
Health and Welfare	559	118	225	203	13
Services	2 431	1 345	98	924	64

Source: TURKSTAT Non-Formal Education Activities Research, 2009

2.1.1.2.7. ICT in Education

There is a need to rapidly increase the training of teachers and opportunities for students to utilise and integrate the potential of ICTs in teaching and learning. Given this reality, the importance of utilising ICT in life-long learning and learning how to integrate it into daily learning activities will be critical. ICT also offers opportunities for improvement of the educational and occupational information, preferably linked to (self-) assessment instruments.

Today, all schools with more than eight classrooms have ICT classes. Asymmetric Digital Subscriber Line (ADSL) Internet access has been provided to 28.813 schools and institutions affiliated to Ministry of National Education. Thus, at least 85% of the students in primary education and 97% of the students in secondary education have access to the Internet. In the framework of the European Union MEDA Support to Basic Education Project, a total of 380 teachers have been trained as trainer in disadvantaged provinces (Ardahan/42 teachers; Muş/25 teachers; Sakarya/314 teachers).

In addition to these, ICT classes⁴⁰ have been established in all cities of Turkey under the Basic Education Project supported by the World Bank and the Education Framework Project supported by the European Investment Bank. The table shows results of these projects for NUTS II level.

Under the Support to Basic Education Project supported by MEDA funds of EU, a total of 380 teachers (41 in Ardahan, 25 in Muş, 312 in Sakarya) in disadvantaged provinces where the project is being implemented have been trained as trainer in IT.

Table 52 and 53 figure out the change in the computer and internet usage by gender and education level on the basis of 2006-2007 and 2011 data, which creates the opportunity to make a comparative analysis.

⁴⁰Classes including technology which provides for the electronic input, storage, retrieval, processing, transmission and dissemination of information.

Table 52: The Establishment of ICT Classes under Basic Education Project

NUTS II LEVEL		The Establishment of ICT Classes under Basic Education Project supported by the World Bank			The Establishment of ICT Classes under Education Framework Project supported by European Investment Bank		
		The Number of Schools	The Number of ICT Classes	The Number of PC	The Number of Schools	The Number of ICT Classes	The Number of PC
TRA1	Erzurum, Erzincan, Bayburt	78	84	1578	36	36	864
TRA2	Ağrı, Kars, Iğdır, Ardahan	71	76	1429	20	20	480
TRB1	Malatya, Elazığ, Bingöl, Tunceli	95	127	2317	45	45	1080
TRB2	Van, Muş, Bitlis, Hakkari	96	113	2096	45	45	1080
TRC1	Gaziantep, Adıyaman, Kilis	97	145	2611	58	58	1392
TRC2	Şanlıurfa, Diyarbakır	95	155	2765	49	49	1176
TRC3	Mardin, Batman, Şırnak, Siirt	84	100	1852	49	49	1176
TR63	Hatay, Kahramanmaraş, Osmaniye	83	107	1961	74	74	1776
TR72	Kayseri, Sivas, Yozgat	109	132	2439	97	97	2328
TR82	Kastamonu, Çankırı, Sinop	71	71	1349	24	24	576
TR83	Samsun, Tokat, Çorum, Amasya	172	212	3908	64	64	1536
TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	170	204	3774	56	56	1344
TOTAL		1221	1526	28079	617	617	14808

Source: MoNE Project Coordination Centre – Procurement Section

Table 53: Computer and Internet usage by gender and education level (%)

	Total number of individuals		Computer use		Internet use	
	Female	Male	Female	Male	Female	Male
Literate without a diploma	5 940 219	1 911 064	0,39	1,35	0,18	1,05
Primary school	10 817 801	10 009 931	1,22	4,78	0,34	3,11
Secondary school and vocational school at secondary school level	2 383 615	4 013 042	16,95	24,03	9,76	18,33
High school	3 702 986	5 848 094	35,79	45,65	27,14	36,52
University/Master/Doctorate	1 382 663	2 169 246	64,85	73,04	57,88	65,67

Source: MoNE Statistics 2006-2007 on Formal and Non-Formal Education

Table 54: Computer and Internet usage by gender and education level (%) 2011

	Year	Education level														
		Literate without a diploma			Primary school			Secondary and vocational secondary school			High and vocational high school			Higher education		
		Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Computer	2004	0,9	0,7	0,3	2,2	1,8	0,4	24,1	18,1	6,0	37,8	26,2	11,7	69,7	43,5	26,2
	2005	-	1,3	0,4	-	4,8	1,2	-	24,0	16,9	-	45,6	35,8	-	73,0	64,9
	2007	1,0	3,1	0,3	8,0	10,6	5,3	37,9	42,8	30,1	64,6	71,5	54,2	84,4	85,7	82,4
	2008	2,5	7,1	1,2	11,5	16,4	7,1	44,0	48,3	38,3	67,3	72,4	60,2	87,2	88,3	85,5
	2009	2,6	7,0	1,3	12,8	16,3	9,3	55,3	61,1	47,1	72,4	77,5	64,6	88,5	89,8	86,7
	2010	3,4	9,8	1,6	15,3	20,3	10,6	56,6	62,5	48,5	71,8	74,3	68,2	90,4	90,8	89,9
	2011	3,3	7,8	1,9	17,2	21,7	12,9	60,2	66,1	52,6	75,6	77,8	72,6	92,3	92,8	91,4
Internet	2004	0,7	0,5	0,2	1,3	1,1	0,2	17,6	14,0	3,6	29,8	21,6	8,3	60,1	37,4	22,6
	2005	-	1,0	0,2	-	3,1	0,3	-	18,3	9,8	-	36,5	27,1	-	65,7	57,9
	2007	0,8	2,6	0,2	6,4	9,0	3,9	31,3	36,4	23,3	59,8	66,8	49,1	82,7	83,9	80,7
	2008	2,1	6,5	0,8	9,8	14,0	5,9	41,1	45,2	35,6	64,4	69,7	57,0	86,6	87,6	85,1
	2009	2,1	5,6	1,1	11,1	14,5	7,7	52,4	58,6	43,5	70,6	76,0	62,4	87,7	89,0	85,8
	2010	2,8	8,7	1,1	14,0	18,7	9,6	54,0	59,7	46,2	69,9	72,1	66,6	89,6	90,1	88,8
	2011	2,8	6,8	1,6	15,7	20,0	11,5	57,7	63,8	49,7	73,3	75,6	70,2	91,0	91,5	90,3

Source: TURKSTAT, Results of the ICT Usage in Households and by individuals, 2004-2011

As can be seen from table 54, the percentage of computer and internet users is increasing as the level of education increases. Moreover, it is easy to see the gender difference at all educational levels in usage of internet and computer.

Furthermore, the usage of internet and computer has increased significantly year by year 2011. For example, ICT usage among female higher education graduates has increased from 22.6% in 2004 to 90.3% in 2011.

Although most of the schools have access to internet, the activities for increasing abilities of students and teachers to use ICT resources should be expanded. MoNE provides computer literacy education in curriculum to improve computer skills in formal and non-formal education institutions. Computer courses are also provided in Public Education Centres, however, some centres cannot meet the demand for computer courses due to lack of equipment and qualified teachers. There are many projects and activities being implemented by MoNE to boost the use of ICT resources by both teachers and students in education. For example, “Microsoft-Cooperation in Education” is a distance-learning training programme to increase teachers’ computer skills. By 2006, 263.420 teachers had certificates after completing these courses. Moreover, by 2006, more than 30.000 teachers and 1.800 students had trainings on use of ICT in “Intel –Education for Future” Project.

According to the permissive attitude of MoNE, schools are free to use their ICT classes as internet cafes and get money out of that activity. The MoNE aims at taking students and people away from the illegal internet cafes and attracting them to schools’ ICT classes instead. However, ICT classes are not used in an effective way.

TTnet (Training of Trainers Network) for VET teachers and trainers which functions in EU countries is being established in Turkey with the support of ETF. This is a European forum where key players and decision-makers in the field of training of teachers and trainers can share good examples of practice, knowledge and expertise. TTnet web site prepared for that purpose is available on “mete.meb.gov.tr”. MoNE implements all of the exam services within the context of e-transformation project. The target audience of the project consists of the students of the primary and secondary schools linking to the MoNE, the teachers, the personnel and directors of the Ministry head organization and all citizens.

The project of Access to Knowledge Portal prepared within the context of “The Protocol of Developing Knowledge and Communication Technology in schools linking to The MoNE” which is signed between MoNE and Microsoft is carried out as a pilot scheme in 120 schools. The user services for students, teachers, directors and parents are available in this Portal. The parents will be able to learn all of the written and oral exam results of their children and the teacher comments by using this service. Besides, e-library, news, sample surveys and related links will take place in this constantly updated portal.

MoNE has initiated a project “The Movement of Enhancing Opportunities and Improving Technology” (FATİH) at 52 pilot schools in 17 provinces, with 12.800 tablet computers to be delivered to students in order to provide better and interactive learning opportunities in 21st century. FATİH Project with the aim enabling equal opportunities in education and improving technology in schools for the efficient usage of ICT tools in the learning-teaching processes by appealing to more sense organs in all 620.000 schools that are in the preschool education, the primary education and the secondary education through providing tablets and LCD Smart Boards. In-service Trainings for teachers are going to be held in order to provide effective usage of the ICT equipment that is installed in the classes in the learning-teaching process. In regards to this process, educational e-contents are going to be formed by according the current teaching programmes to the ICT supported education. In this context, FATİH Project has composed of 5 different components and these components can be listed as:

- Providing Equipment and Software Substructure
- Providing Educational e-content and Management of e-content

- Effective Usage of the ICT in Teaching Programmes
- In-service Training of the Teachers
- Conscious, Reliable, Manageable and Measurable ICT Usage

FATIH Project that has been carried out by the Ministry of Education has also been supported by the Ministry of Transport, Maritime Affairs and Communications. It has been planned that FATIH Project will have been finalized in the five years.

2.1.1.2.8. Quality in Education

The European Quality Assurance Reference Framework (EQAVET) is a new reference instrument to help authorities of Member States promote and monitor the improvement of their systems of vocational education and training (VET).

Quality assurance can be used as a systematic approach to modernising education systems, especially by improving the effectiveness of training. Therefore, it should underpin every policy initiative in VET.

Member States are invited to develop and use this instrument on a voluntary basis. The main users of the reference framework will be national and regional authorities as well as public and private bodies responsible for ensuring and improving the quality of VET.

European Quality Assurance Reference Framework, which was adopted by EU Member States in June 2009, is a reference tool for policy-makers based on a four-stage quality cycle that includes goal setting and planning, implementation, evaluation and review. It respects the autonomy of national governments and is a voluntary system to be used by public authorities and other bodies involved in quality assurance.

Member States are encouraged to use the framework, and develop, by mid-2011, a national approach to improving quality assurance systems that involves all relevant stakeholders. This approach should include the establishment of national reference points for quality assurance, as well as active participation in the relevant European-level network.

For Turkey, improving the content and the quality of Technical and Vocational Education and ensuring its accordance with the European Quality Assurance Reference Framework are key issues for quality in VET. In order to achieve this, Secondary Vocational Schools, Post-secondary Higher Vocational Schools and Vocational Training Centres (both formal and informal including apprenticeship) should be supported.

Different international student evaluations revealed disappointing results for the quality of the Turkish education system. Turkey participated in the Progress in International Reading Literacy Study (PIRLS) for fourth graders measuring literacy achievement in 2003. According to the results of PIRLS, in 2001 Turkish students performed below international and EU average with

448 points in literacy reading and 452 points in informational reading. Turkey did not participate into this new Study in 2006.

Turkey also participated in Term II PISA studies including the years 2000-2003 within the framework of the Programme for International Student Assessment (PISA) carried out by OECD. According to the results of PISA 2003 Project, Turkey takes place on last ranks with average 423 points in math, 441 in literacy and 434 in science. By these averages, Turkey lags behind EU Member States which participated in PISA Study. According to the results of PISA 2009 Project, Turkey has got 464 points in the overall reading scale 445 points in the mathematics scale and 454 points in science scale with the ranking of 32 among OECD Countries. Turkey has taken place statistically significantly below the OECD average, 493 points in the overall reading, 496 points in mathematics and 501 points in science scale. On the other hand, only 1% Turkish students showed outstanding success while 30% Turkish students were under the basic skill level. Moreover, one of the noteworthy results of PISA was the differences in student performance level among types of schools. Figures also represent that the education system in Turkey should place more emphasis on reducing the achievement gap between different school types, particularly by directing more resources and greater effort to raising student learning achievement in general secondary and vocational schools.

Factors such as curriculum not updated and not responding to local and labour market needs, inadequacy of teachers, equipment and schools especially in rural areas, lack of career and guidance services and the insufficiency of the budget allocated to education, form the basis of the difficulties regarding the quality of education.

There are efforts to update the curriculum in primary and secondary education. In the educational year of 2005-2006, new primary education curricula have been put into practice nationwide; 230.000 teachers attended in-service training; pilot practices for secondary education curricula were launched. Programmes are intended to meet the regional needs, raise awareness on the lifelong learning awareness and to furnish with life skills. There is also a need to evaluate these curriculum changes, train teachers in line with these changes and update them systematically. Work on developing quality assurance system is still in progress.

There are also problems in terms of number and distribution of **teachers**. When we look at the *number of students per teacher* in 2005-2006 educational years, it is seen that there is inadequacy of teachers especially in primary education in some 12 NUTS II regions, TRB2, TRC3 and TRC2.

Table 55: Number of students per teachers in Priority I Regions, 2005

YEAR	LEVEL II CODE	NUTS II LEVEL	Primary Education	General Secondary Education	Vocational Secondary Education
2005	TRA1	Erzurum, Erzincan, Bayburt	24	19	12
2005	TRA2	Ağrı, Kars, Iğdır, Ardahan	36	25	13
2005	TRB1	Malatya, Elazığ, Bingöl, Tunceli	23	18	10
2005	TRB2	Van, Muş, Bitlis, Hakkari	40	27	18
2005	TRC1	Gaziantep, Adıyaman, Kilis	31	22	14
2005	TRC2	Şanlıurfa, Diyarbakır	39	27	14
2005	TRC3	Mardin, Batman, Şırnak, Siirt	40	31	19
2005	TR63	Hatay, Kahramanmaraş, Osmaniye	26	19	14
2005	TR72	Kayseri, Sivas, Yozgat	24	18	12

2005	TR82	Kastamonu, Çankırı, Sinop	19	14	10
2005	TR83	Samsun, Tokat, Çorum, Amasya	22	16	12
2005	TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	21	16	13

Source: TURKSTAT

Table 56: Number of students per teachers in 26 NUTS II Regions, 2010

YEAR	LEVEL II CODE	NUTS II LEVEL	Primary Education	General Secondary Education	Vocational Secondary Education
2010	TR	TURKEY	21	18	18
2010	TR10	İstanbul	27	21	25
2010	TR21	Tekirdağ, Edirne, Kırklareli	20	15	18
2010	TR22	Balıkesir, Çanakkale	16	14	14
2010	TR31	İzmir	18	16	17
2010	TR32	Aydın, Denizli, Muğla	17	14	15
2010	TR33	Manisa, Afyonkarahisar, Kütahya, Uşak	17	14	17
2010	TR41	Bursa, Eskişehir, Bilecik	20	16	17
2010	TR42	Kocaeli, Sakarya, Düzce, Bolu, Yalova	20	18	19
2010	TR51	Ankara	19	16	14
2010	TR52	Konya, Karaman	19	17	17
2010	TR61	Antalya, Isparta, Burdur	18	16	16
2010	TR62	Adana, Mersin	21	19	17
2010	TR63	Hatay, Kahramanmaraş, Osmaniye	21	19	20
2010	TR71	Kırıkkale, Aksaray, Niğde, Nevşehir, Kırşehir	17	14	15
2010	TR72	Kayseri, Sivas, Yozgat	19	17	16
2010	TR81	Zonguldak, Karabük, Bartın	17	13	15
2010	TR82	Kastamonu, Çankırı, Sinop	16	13	13
2010	TR83	Samsun, Tokat, Çorum, Amasya	17	15	16
2010	TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	16	14	16
2010	TRA1	Erzurum, Erzincan, Bayburt	17	16	16
2010	TRA2	Ağrı, Kars, Iğdır, Ardahan	23	24	18
2010	TRB1	Malatya, Elazığ, Bingöl, Tunceli	18	17	15
2010	TRB2	Van, Muş, Bitlis, Hakkari	26	25	20
2010	TRC1	Gaziantep, Adıyaman, Kilis	25	25	20
2010	TRC2	Şanlıurfa, Diyarbakır	29	29	21
2010	TRC3	Mardin, Batman, Şırnak, Siirt	25	28	20

The physical capacity is also important in terms of quality of education. Inadequacies of the buildings, their small size in comparison with the number of students, the lack of enough classrooms and laboratories have negative impact on the overall quality of the education provided.

Table 57: Number of schools, teachers and students in Turkey

EDUCATIONAL YEAR	LEVEL OF EDUCATION	Number of Schools	Number of Teachers	Number of Students
2006-2007	Pre-primary education	20 675	24 775	640 849
2006-2007	Primary school	34 656	402 829	1 0846 930
2006-2007	General High School	3 609	103 389	2 142 218
2006-2007	Vocational and Technical School	4 244	84 276	1 244 499

Source: MoNE Statistics 2006-2007

Table 58: Number of schools, teachers and students in Turkey

EDUCATIONAL YEAR	LEVEL OF EDUCATION	Number of Schools	Number of Teachers	Number of Students
2010-2011	Pre-primary education	27 606	48 330	1 115 818
2010-2011	Primary school	32 797	503 328	10 981 100
2010-2011	General High School	4 102	118 378	2 676 123
2010-2011	Vocational and Technical School	5 179	104 327	2 072 487

Source: MoNE Statistics, 2011

One of the main indicators for the physical capacity problem is the number of students per classroom. In the Priority I regions, the number of students per classroom is at the highest level in both primary and secondary education in TRC2, TRC1 and TRC3 regions. The number of students per classroom in primary education, general and vocational secondary education in the Priority I regions is given below:

Table 59: Number of students per classroom by Priority I Regions, 2005-2006

LEVEL II CODE	NUTS II LEVEL	Primary Education	General Secondary Education	V&T Secondary Education
TRA1	Erzurum, Erzincan, Bayburt	27	28	20
TRA2	Ağrı, Kars, Iğdır, Ardahan	34	36	20
TRB1	Malatya, Elazığ, Bingöl, Tunceli	31	39	21
TRB2	Van, Muş, Bitlis, Hakkari	44	44	28
TRC1	Gaziantep, Adıyaman, Kilis	46	47	27
TRC2	Şanlıurfa, Diyarbakır	57	51	23
TRC3	Mardin, Batman, Şırnak, Siirt	46	49	23
TR63	Hatay, Kahramanmaraş, Osmaniye	37	37	27
TR72	Kayseri, Sivas, Yozgat	27	33	22
TR82	Kastamonu, Çankırı, Sinop	20	23	19
TR83	Samsun, Tokat, Çorum, Amasya	26	32	26
TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	24	28	22

Source: TURKSTAT Statistics, 2005-2006

Table 60: Number of students per classroom by 26 NUTS II Regions, 2010-2011

LEVEL II CODE	NUTS II LEVEL	Primary Education	General Secondary Education	V&T Secondary Education
TR	Turkey	31	31	38
TR10	İstanbul	45	35	51
TR21	Tekirdağ, Edirne, Kırklareli	24	23	37
TR22	Balıkesir, Çanakkale	22	25	31
TR31	İzmir	31	30	45
TR32	Aydın, Denizli, Muğla	22	24	34
TR33	Manisa, Afyonkarahisar, Kütahya, Uşak	22	23	31
TR41	Bursa, Eskişehir, Bilecik	32	28	41
TR42	Kocaeli, Sakarya, Düzce, Bolu, Yalova	26	27	39
TR51	Ankara	35	32	39
TR52	Konya, Karaman	27	26	39
TR61	Antalya, Isparta, Burdur	24	29	31
TR62	Adana, Mersin	34	34	42
TR63	Hatay, Kahramanmaraş, Osmaniye	33	35	44
TR71	Kırıkkale, Aksaray, Niğde, Nevşehir, Kırşehir	21	23	31
TR72	Kayseri, Sivas, Yozgat	24	28	31
TR82	Kastamonu, Çankırı, Sinop	23	22	32
TR83	Samsun, Tokat, Çorum, Amasya	23	26	36
TR90	Trabzon, Ordu, Giresun, Rize, Artvin, Gümüşhane	21	23	28
TRA1	Erzurum, Erzincan, Bayburt	24	23	30
TRA2	Ağrı, Kars, Iğdır, Ardahan	32	34	32
TRB1	Malatya, Elazığ, Bingöl, Tunceli	27	30	36
TRB2	Van, Muş, Bitlis, Hakkari	39	39	32
TRC1	Gaziantep, Adıyaman, Kilis	41	47	40
TRC2	Şanlıurfa, Diyarbakır	49	50	36
TRC3	Mardin, Batman, Şırnak, Siirt	40	44	36

Source: MoNE Statistics, 2011

2.1.1.2.9. Education Expenditure

In the 2001-2005 period, the share of public expenditure on education in GDP increased from 2.9% to 4.2%. According to the 2002 Turkey Educational Expenditure Survey, average education expenditure allocated per student is 181 €for pre-primary education, 517 €for primary education, 1,018 €for general secondary education, 1,403 €for vocational secondary education, and 2,385 € for higher education.⁴¹ Besides, 62.7 % of educational expenditure is met by central government and 34.6 % by households. TURKSTAT has not conducted any research since 2002.

In Turkey, the share of public expenditure for education in total expenditure constitutes only 60%, which is lower than in European countries. Public spending on education is 4.34% of the GNP. Given the fact that the country has a young population, with 0-15 age group constituting 30.7% of the total, this obviously constitutes a serious drawback.

As can be seen in the table below representing the distribution of expenditure on education according to the service provider in 2002, most of spending on education is for formal education and the ratio of spending on non-formal Education and Research and Development is low.

Table 61: Distribution of education expenditure

Service Providers	(%)
Total	100,00
Formal Education	92,69
Non-formal Education	1,86
Service-in	0,22
Debt services	0,52
Private schoolrooms	3,09
R&D	0,24
Graduate of secondary Education and preparing for university exam	1,38

Source: TURKSTAT

Table 62: The amount and distribution of education expenditure by financial sources, 2002

Financial Sources	The amount of total expenditure	(%)
Total	20 155 207 668 725 300	100,00
Central Government	13 062 138 408 263 000	64,81
Local Administrations	141 042 192 628 948	0,70
Private and juristic persons and institutions	313 006 080 551 370	1,55
Households	6 620 064 983 244 140	32,85
International Resources	18 956 004 037 845	0,09

Source: TURKSTAT, 2002

The statistics on education expenditure include total education expenditure consisting of the amount and distribution of education expenditure by service providers and financial sources.

⁴¹Central Bank of the Republic of Turkey rate for 2002 is 1 €= 1.4366.

Table 63: The amount and distribution of education expenditure by service providers, 2002

Service Providers	The amount of expenditures (YTL)	(%)
Total	20 155 207 669	100,00
Formal Education	18 682 430 396	92,69
Non formal Education	373 953 093	1,86
On the job training	43 971 612	0,22
Debt Services	105 067 038	0,52
Special Training Centres	623 191 660	3,09
R & D Expenditures	49 182 221	0,24
Graduates from high school and preparing themselves for universities	277 411 649	1,38

Note: In formal education, open education (open education primary schools, high schools and open education faculty) are included.

2.1.1.3 Combating Poverty and Social Exclusion

2.1.1.3.1. Poverty and Income Distribution

2010 was the *European Year for Combating Poverty and Social Exclusion*. The key objectives were, according to the European Year 2010 website⁴², “to raise public awareness about these issues and renew the political commitment of the EU and its Member States to combat poverty and social exclusion. The guiding principle of the 2010 Year is to give voice to the concerns of people who have to live with poverty and social exclusion, and to inspire every European citizen and other stakeholders to engage with these important issues.”

According to EUROSTAT, in EU27, the number of people at risk of poverty was 115.790.000 in 2010, which corresponds to 23.5% of the total population. “*The Europe 2020 strategy promotes social inclusion, in particular through the reduction of poverty, by aiming to lift at least 20 million people out of the risk of poverty and social exclusion. This indicator corresponds to the sum of persons who are: at risk of poverty or severely materially deprived or living in households with very low work intensity. Persons are only counted once even if they are present in several sub-indicators.*”

The usual means of measuring people’s standard of living and their vulnerability to poverty, deprivation and social exclusion is by reference to the disposable income that they have access to but it is widely agreed that being poor does not simply mean not having enough money. It means, more generally, a lack of access to resources enabling a minimum style of living and participation in the society within which one belongs – as in the definition of poverty adopted by the European Union, for example. In short, poverty is not only about low income, but also about deprivation. Material deprivation rate is an indicator in European Union Statistics on Income and Living

⁴²http://ec.europa.eu/employment_social/2010againstpoverty/about/index_en.htm

Conditions that expresses the inability to afford some items considered by most people to be desirable or even necessary to lead an adequate life.

As indicated in the Europe 2020 Strategy, “material deprivation” is defined by OECD as “the inability for individuals or households to afford those consumption goods and activities that are typical in a society at a given point in time, irrespective of people’s preferences with respect to these items”. Another comprehensive definition of EU is as follows: “Material deprivation covers indicators relating to economic strain and durables. Severely materially deprived persons have living conditions severely constrained by a lack of resources, they experience at least 4 out of 9 following deprivations items: cannot afford i) to pay rent or utility bills, ii) keep home adequately warm, iii) face unexpected expenses, iv) eat meat, fish or a protein equivalent every second day, v) a week holiday away from home, vi) a car, vii) a washing machine, viii) a colour TV, or ix) a telephone. People living in households with very low work intensity are those aged 0-59 living in households where the adults (aged 18-59) work less than 20% of their total work potential during the past year.” (EUROSTAT)

Poverty, social exclusion and material deprivation are serious concerns for Turkey. Among all, unequal distribution of income is one of the most crucial problems although the Gini coefficient, as the value figuring out the inequality of income distribution, has a decreasing trend. Though the values are not known between 1994 and 2002, the Gini coefficient, which was 0.49 in 1994, has decreased to 0.44 in 2002 and this downward trend has continued afterwards. The macroeconomic stability sustained especially after 2001, the decreasing trend in inflation rate, increasing rate of social transfers towards low-income groups and improvements in sectoral policies especially in education and health can be listed as reasons for this improvement. Although there is a downward trend in the Gini coefficient that reflects a less unequal distribution of income, income distribution is more unequal in Turkey than in the EU.

Table 64: Distribution of disposable income by quintiles, 2002-2005

	2002	2003	2004	2005
Total	100.0	100.0	100.0	100.0
1 st 20 %	5.3	6.0	6.0	6.1
2 nd 20 %	9.8	10.3	10.7	11.1
3 rd 20 %	14.0	14.5	15.2	15.8
4 th 20 %	20.8	20.9	21.9	22.6
5 th 20 %	50.1	48.3	46.2	44.4
Gini Coefficient	0.44	0.42	0.40	0.38

Source: TURKSTAT Household Budget Surveys.

According to TURKSTAT Household Budget Surveys, Gini coefficient has a downward trend until 2009. While it was 0.40 in 2008, after the crisis, it has started to increase reaching 0.41 in 2009. According to TURKSTAT Income and Living Conditions Survey, 2006-2010, the Gini coefficient decreased to 0.2%. The Gini coefficient (by equalised household disposable income) realized in Turkey, in urban and rural areas in 2010 were 0.40, 0.38 and 0.37 respectively. According to the percentile share analysis, on the basis of the distribution of annual equalised household disposable incomes by quintiles ordered by equalised household disposable income,

the first 20% group's share from income increased from 5.1% to 5.8% while the last 20% group's decreased from 48.4% to 46.4% between 2006 and 2010.⁴³

Table 65: Distribution of annual equivalised disposable incomes by quintiles ordered by equivalised household disposable income, 2006-2010

Quintiles	Turkey		Urban		Rural	
	2006	2010	2006	2010	2006	2010
Total	100.0	100.0	100.0	100.0	100.0	100.0
1 st 20 % ⁴⁴	5.1	5.8	5.5	6.3	5.6	6.2
2 nd 20 %	9.9	10.6	10.3	10.6	10.2	11.0
3 rd 20 %	14.8	15.3	15.0	15.3	15.3	15.7
4 th 20 %	21.9	21.9	21.8	21.6	22.6	22.8
Last 20 % ⁴⁵	48.4	46.4	47.5	45.7	46.3	44.3
Gini Coefficient	0.42	0.40	0.41	0.38	0.40	0.37

Source: TURKSTAT, Income Distribution Research, 2010

In Turkey, the highest share within the total income is salary-wage incomes with 43.7% ratio from the total income. The share of social transfers is 20.5% and the share of entrepreneurship income is 20.2%. The share of the group receiving the highest share in total income was 46.4% in 2010 while the share of the group receiving the lowest share in total income was 5.8%. Accordingly, 5th 20% group's share from total income is 8 times higher than the 1st 20% group's share from total income.

Table 66: Distribution of disposable income by quintiles, 2006-2010

Quintiles	Turkey			Urban			Rural		
	2006	2009	2010	2006	2009	2010	2006	2009	2010
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1 st 20 % ⁴⁶	5.1	5.6	5.8	5.5	6.0	6.3	5.6	6.1	6.2
2 nd 20 %	9.9	10.3	10.6	10.3	10.7	11.0	10.2	10.9	11.0
3 rd 20 %	14.8	15.1	15.3	15.0	15.0	15.3	15.3	15.9	15.7
4 th 20 %	21.9	21.5	21.9	21.8	21.1	21.6	22.6	23.1	22.8
Last 20 % ⁴⁷	48.4	47.6	46.4	47.5	47.3	45.7	46.3	44.0	44.3
Gini Coefficient	0.428	0.415	0.402	0.415	0.405	0.389	0.406	0.380	0.379
S80/S20	9.5	8.5	8.0	8.6	7.9	7.3	8.3	7.2	7.1

Source: TURKSTAT, Income and Living Conditions Research, 2010

⁴³When the individuals are listed from the least amount to the most amount by equivalised household disposable income and divided in 5 parts, the bottom income group is defined as the "the first quintiles" and the top income group is defined as "the last quintiles".

⁴⁴The group receiving the lowest share in total income

⁴⁵The group receiving the highest share in total income

⁴⁶The group receiving the lowest share in total income

⁴⁷The group receiving the highest share in total income

In 2009; S80/S20 ratio, the ratio of equivalent disposable income of the 20 % of the population which has the highest income over the equivalent income of the 20 % of the population which has the lowest income was 8.5 in Turkey. This ratio has decreased to 8% in 2010. Values for EU27 are 4.9% in 2009 and 5% in 2010.

A national survey called “Poverty Study” has been conducted by TURKSTAT since 2002. The methodology used depends on the determination of persons below the thresholds (food poverty threshold and “complete poverty threshold”⁴⁸) calculated depending on consumption expenditure.

As an explanation about the 2006-2010 TURKSTAT Income and Living Conditions Survey, 2006, it is noted that as a means to determine the welfare, either consumption or income level may be used. As a methodological note, a comparison by the Household Budget Survey is made and it is stated that “*In Household Budget Survey, %50 of the median value of the consumption expenditures per equivalent individual is defined as relative poverty line and to this respect relative poverty rate is calculated. In this survey [TURKSTAT, Income and Living Conditions Survey, 2006- 2010], various (different) relative poverty rates (40%, 50%, 60% or 70%) in accordance with equivalent household disposable median value are calculated by using incomes per equivalent individuals (equivalent household disposable) instead of expenditure.*” Also, according to the poverty line method, as can be seen in Table 63, rate of poor individuals is 18.08% in 2009 while it is 26.96% in 2002. In 2009, rate of poor individuals is 8.86% (21.95% in 2002) in urban and 38.69% in rural areas. Although there is considerable decrease in the given time period for Turkey, particularly, high rural poverty which has increased since 2002 is still a serious concern.

Table 67: Poverty Rates 2006-2010 (%)

	Turkey					Urban					Rural				
	2002	2006	2007 ⁴⁹	2008	2009	2002	2006	2007*	2008	2009	2002	2006	2007*	2008	2009
Food Poverty	1.35	0.74	0.48	0.54	0.48	0.92	0.04	0.07	0.25	0.06	2.01	1.91	1.41	1.18	1.42
Poverty (Food and non-food)	26.96	17.81	17.79	17.11	18.08	21.95	9.31	10.36	9.38	8.86	34.48	31.98	34.80	34.62	38.69
Below 1\$/per day	0.20	-	-	-	-	0.03	-	-	-	-	0.46	-	-	-	-
Below 2,15 \$/per day	3.04	1.41	0.52	0.47	0.22	2.37	0.24	0.09	0.19	0.04	4.06	3.36	1.49	1.11	0.63
Below 4,3 \$/per day	30.30	13.33	8.41	6.83	4.35	24.62	6.13	4.40	3.07	0.96	38.82	25.35	17.59	15.33	11.92

⁴⁸The concept has been used in the 2010 Poverty Study.

⁴⁹2007 Figures were revised according to new population projections.

Relative Poverty based on expenditure	14.74	14.50	14.70	15.06	15.12	11.33	6.97	8.38	8.01	6.59	19.86	27.06	29.16	31.00	34.20
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Source: TURKSTAT Poverty Studies.

According to Table 67, based on the \$2,15-a-day poverty lines in current PPPs, percentage of poor in 2009 is 0,22 % while it is 0,21% in 2010 with a 0.01% decrease in one-year period. Based on the \$4,3-a-day poverty lines in current PPPs, percentage of poor in 2009 was 4,35% and it decreased to 3,66% in 2010; so, according to the statistical data, poverty rate is decreasing. Also, based on the \$4,3-a-day poverty lines in current PPPs, percentage of poor in rural areas in 2009 was 11,92% and it decreased to 9,61% in 2010. Based on the \$4.3-a-day poverty lines in current PPPs, percentage of poor in urban areas in 2009 was 0.96% while it is 0.97% in 2010. So, it is concluded by TURKSTAT that individuals living in rural areas have greater poverty risk than those living in urban areas.

In Turkey, according to the poverty studies having being conducted since 2002, poverty rate in 2006 was 17.8%, while it was 26.96% in 2002. This shows a decrease in the poverty rate between 2002- 2006. In 2009, poverty rate was 18.08%, which is lower than poverty rate in 2002 while it is higher than the values of 2006, 2007 and 2008. In 2009, poverty rate in urban areas was 8.86% while it was 38.69% in rural areas; poverty rate in rural areas was more than four times the poverty rate in urban area. Also, the rate 38.69% indicates a high level of rural poverty which has increased between 2002 and 2009.

In Turkey, by some scholars⁵⁰, poverty is related with the levels of difference with regards regional development while the poor is concentrated in rural area. “Urban poverty”, created by the concentration of the poor segments of the society in developed areas which are, to a large extent, stemming from the regional disparities. In line with this argument, in the 2005 Poverty Study made by the UNDP, it is stated that in Turkey “a new form of poverty” has been increasing. According to the Study, a new phenomenon of poverty impossible to be “healed” through the traditional networks of relatives, friends and neighbours has been created. This shows the necessity for regular and systematic mechanisms to decrease poverty rates in particularly in urban areas. It is crucial to develop special tools and support programmes directed to combat this “new form of poverty” for labour market integration and social inclusion of the poor people living in urban area and “the new poor” untied with the rural support mechanisms as a result of the dynamics in the urban area that they witnessed after migration from rural to urban areas.

In Turkey, poverty is negatively related with the education level; in other words, poverty rate is increasing as the level of education decreases. In 2009, rate of poor individuals for the illiterate or literate without a diploma is 29.84% while it is 0.71% for the individuals having a university, faculty, masters, doctorate degree. Also, rate of poor individuals for the illiterate or literate without a diploma is almost twice the rate of poor individuals among the ones having a primary school diploma. Having a secondary school and equivalent vocational school diploma significantly decreases the incidence of poverty, which is seen when a comparison between this group and the individuals having elementary school diploma is made: rate of poor individuals for

⁵⁰Ayşa Buğra, 2007

the first group is almost half of the rate of poor individuals for the second group. Shortly, education is one of the main tools for reduction of poverty.

Gender is also one of the major variables in terms of poverty rates; according to Table 68, in 2006, in Turkey, poverty rate of women was 18.27% while it was 17.32% for men. The table shows an increase by about 2% for the poverty rate of women from 2006 to 2009 while it has decreased from 17.32% to 17.10% for men. It is noticeable that rate of poor individual for the female younger than 6 years of (25.27%) age points out a high incidence of child poverty among female. There is also a high level of poverty for the women illiterate or literate without a diploma (29.52%); the rate is only 0.40% for the women who have a university, faculty, masters or doctorate degree.

Table 68: Poverty Rates According to Gender and Educational Status of the Household Members

Educational Status	Rate of Poor Individual (%)											
	2006			2007 ⁵¹			2008			2009		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
TURKEY	17.81	17.32	18.27	17.79	17.33	18.26	17.11	16.70	17.50	18.08	17.10	19.03
Members younger than 6 years of age	24.78	25.12	24.43	24.52	24.91	24.10	22.53	22.86	22.18	24.04	22.87	25.27
Illiterate or literate without a diploma	28.10	27.73	28.34	28.98	29.13	28.88	30.50	30.77	30.31	29.84	30.34	29.52
Primary School	14.19	16.52	12.05	14.24	15.87	12.68	13.44	15.91	11.22	15.34	16.86	13.83
Elementary School	18.06	16.47	19.66	19.19	19.79	18.55	17.20	18.67	15.66	17.77	17.19	18.39
Secondary School and equivalent vocational school	8.07	9.69	4.89	9.16	11.06	5.57	8.34	9.85	5.78	9.76	10.89	7.82
High School and equivalent vocational school	5.20	6.06	4.05	5.88	7.05	4.09	5.64	6.00	5.11	5.34	5.71	4.76
University, faculty, masters, doctorate	1.01	1.28	0.56	0.81	0.97	0.53	0.71	0.88	0.43	0.71	0.92	0.40

Source: TURKSTAT, Results of 2009 Poverty Study,

According to TURKSTAT 2009 Poverty Study, poverty rate among regular employees is 6.05% in 2009 in Turkey, while this rate is 26.86% among casual employees, 2.33% among employers, 22.49% self-employees and 29.58% among unpaid family workers. Poverty rate in agricultural sector which has the highest poverty risk is 37.97% in 2008 while it is 33.01% in 2009. Poverty rate of unpaid family workers is the highest among all the employed members. In terms of sector, poverty rate in industry sector in 2009 is 9.63% whereas 7.16% in service sector.

⁵¹ 2007 figures were revised according to new population projections.

Poverty rate among economically inactive people is 14.68% and among unemployed is 19.51%. High levels of poverty especially among the casual employee, self-employed and unpaid family workers shows that not only the unemployed or people out of labour force but also employed members are also face to face with poverty. Among the employed members, rate of poor individuals in 2009 was 15.37% which indicates the incidence of “working poverty”.

Table 69: Poverty rates according to employment status and sector of household members

Employment status and sector	Rate of poor individuals (%)							
	2002	2003	2004	2005	2006	2007(*)	2008	2009
Employed members	25,08	26,12	23,33	18,96	15,81	14,21	14,82	15,37
Employment status								
Regular employee	13,64	15,28	10,35	6,57	6	5,82	5,93	6,05
Casual employee	45,01	43,09	37,52	32,12	28,63	26,71	28,56	26,86
Employer	8,99	8,84	6,94	4,8	3,75	3,15	1,87	2,33
Self employed	29,91	32,38	30,48	26,22	22,06	22,89	24,1	22,49
Unpaid family workers	35,33	38,51	38,73	34,52	31,98	28,58	32,03	29,58
Sector								
Agriculture	36,42	39,89	40,88	37,24	33,86	32,05	37,97	33,01
Industry	20,99	21,34	15,64	9,85	10,12	9,7	9,71	9,63
Service	25,82	16,76	12,36	8,68	7,23	7,35	6,82	7,16

(*)Figures were revised according to new population projections.

Source: TURKSTAT, Poverty Study, 2010

Table 70: Poverty rates according to economic activity status of the household members, TURKEY

Economic activity status	Rate of poor individuals (%)							
	2002	2003	2004	2005	2006	2007(*)	2008	2009
Total	26,96	28,12	25,60	20,50	17,81	17,79	17,11	18,08
Members aged 15 years and more	23,94	24,52	22,22	17,68	14,80	14,86	14,39	15,27
Employed members	25,08	26,12	23,33	18,96	15,81	14,21	14,82	15,37
Unemployed	32,44	30,97	27,37	26,19	20,05	26,01	17,78	19,51
Economically inactive	22,15	22,82	20,95	15,92	13,60	14,74	13,73	14,68
Members younger than 15 years old	34,55	37,04	34,02	27,71	25,23	25,55	24,43	25,77

(*) Figures were revised according to new population projections.

Results of 2009 Poverty Study, TURKSTAT

Turkey has no national integrated strategy on combating poverty and social exclusion but there are studies to prepare such a strategy. In this regard, the draft JIM has been prepared by MoLSS, in cooperation with central as well as local institutions and authorities in order to have such a national strategy. The lack of a national strategy leads to the ineffective provision of services within a fragmented institutional structure in which services are provided by several institutions. Thus, the overall impact of policies on poverty reduction remains limited.

2.1.1.3.2. Social Protection

According to the new Social Security Reform, the social protection system in Turkey will consist of four strands: social insurance, general health insurance, social services and social assistance. Social services and social assistances are financed by general budget, while social insurance and general health insurance are based on contributions.

“Law on Social Security and General Health Insurance No. 5510” prepared in the context of Social Security Reform with the aim to establish a unique retirement insurance regime and General Health Insurance in order to finance equal, preventive and curator health services for all population was approved on 31 May 2006.

Within the framework of the Social Security Reform which has been enacted in 2008, social security services have been gathered under the Social Security Institution (SSI). The groups which are covered by the social security system are all groups such as the employees; self-employed; civil servants; self-employed and employees in the agricultural sector; and those who wish to benefit from voluntary insurance. In 2011, an act amending the Social Security and General Health Law has also made it possible taxi and shared taxi drivers along with artists to be part of the social security system by paying their own premium days.

However, the implementation of the law was postponed till 1 January 2008 because the Constitutional Court had taken a decision for cancellation of the articles concerning the civil servants.

Population covered by the social security system is 83% (as of December 2010, 61.506.194 people out of 73.722.988). The coverage since 2005 has been constantly increasing. The share of the employees, their dependents and survivors is 59.8% (so called 4/(a)⁵²), the share of self-employed, their dependents and survivors is 24.7% (called as 4/(b)⁵³), the share of civil servants, their dependents and survivors is 14.9% (called as 4/(c)⁵⁴) and the share of employees by private

⁵²Insurees who are employed by one or more employer through a service contract (Article 4 of Law No. 5510).

⁵³Among the village and quarter headmen and individuals working on his/her own name and account without being bound by a service contract; 1) Who are income tax payers in real or ordinary procedure due to commercial earnings or self - employment income, 2)Who are exempt from income tax and are registered to the registry of traders and artisans, 3)Associates of joint - stock companies who members to board of directors, active partners of commandite companies of which capitals are divided into shares, all partners of other company and maritime joint - adventures, 4)Who are active in agricultural activities (Article 4 of Law No. 5510).

⁵⁴In the public bodies; 1) among the ones who are not subject to item (a) of first paragraph of this Article, who are not foreseen to be insurance holders, such as ones who work permanently in permanent staff positions and are covered by item (a) in their concerned laws, 2) among the ones who are not subject to item (a) and (b) of first paragraph of this Article, who are not specified to be insurance holders such as ones who work on contract and are covered by item (a) in their concerned laws, and who are assigned indirectly as proxy in accordance with Article 86 of Public Servants Law number 657, shall be deemed insurance holders (Article 4 of Law No.5510)

pension funds is 0.6%⁵⁵. The total number of insures amount to 16.194.304 while pensioners amount to 8.808.302. The insure/pensioner ratio is 1.84 with almost remaining the same for the last 4-5 years. The total number of dependents is 35.470.436⁵⁶.

In terms of breakdown of active people (paying contribution), the share of employees constitute 65.3% and the share of self-employed is 20.6% while the share of civil servants reaches to 14.1%.

The figures related to the gender reveal the fact that women is in a disadvantaged position. There are two reasons for this disadvantaged position; first most of the women work informally and secondly as the LFSs put overtly it, employed women in the labour market is even less than one fourth of the total female population at the working age. While the share of female insured is only 24.2%, it is 75.8% for male insured under the employee category. It is estimated to be less for the self-employed and civil servants categories.

The number of pensioners annually increases 300 thousand-400 thousand. While pensioner was 5 million in 2005, it reached to 6.5 million as of end 2010. Invalidity benefit receivers on the other hand do not show any increase. Between 2005-2010, the rise is only 7 thousand people is around 107 thousand in 2010, while survivor pension are paid⁵⁷ to approximately 2.8 million people with an increase of 600 thousand people between 2005-2010.

2.1.1.3.2.1. Social Insurance

By 2005 in Turkey, there were approximately 13 million active people paying premiums and old age pension was paid to approximately 5 million people; invalidity pension⁵⁸ and widow and orphan pension⁵⁹ are paid to approximately 2.5 million people. A significant difference exists between women and men covered by social insurance as parallel to the structure of employment. According to the results of Household Income and Consumption Survey 2002, while 50.9% of men are under the coverage of social insurance, this rate decreases to 24% for women.⁶⁰

The Social Security Reform, unifying three current social insurance institutions and implementations except for unemployment insurance, envisages establishing a system including equal rights and liabilities for all citizens. The aim of the reform is to ensure the establishment of a new service-focused, citizen-oriented, equal, fair and standardized system and to diminish the burden of the social security system on the economy as a result.

⁵⁵Shall mean the participants of funds which are established for personnel of banks, insurance and reinsurance companies, trade chambers, industrial chambers, stock exchanges or unions that they form, and individuals who are granted with pensions or incomes, and their survivors. Fund participants are considered as insured in the scope of sub clause (a) of article 4 of this Act as of the turnover date (Provisional Article 20 of Law No. 5510).

⁵⁶http://www.sgk.gov.tr/wps/portal/tr/kurumsal/istatistikler/aylik_sosyal_guvenlik_temel_gostergeleri/SGK 2011 Haziran Ayı Aylık İstatistik Bülteni, Tablo SS2;

http://www.csgeb.gov.tr/csgebPortal/ShowDoc/WLP+Repository/csgeb/dosyalar/istatistikler/calisma_hayati_2010

⁵⁷This pension is awarded to widows and orphans of the insured person while they work or take monthly salary and parents whom they have to care.

⁵⁸ This pension is paid to insured people who are not able to work resulting from work accident, occupational disease or any disease after working a certain time during their lives.

⁵⁹ This pension is awarded to the widows and orphans of insured person while they work or take monthly salary and to their parents whom they have to care of.

⁶⁰ Dependants benefiting from sickness, widow and orphan pension by having this right thanks to their parents are not included in this ratio.

Unemployment coverage remains limited as only employees duly registered and fulfilling certain conditions such as a certain period of time depending on the wage earned and employment period are entitled to unemployment benefits.

There are three main social security branches for the insured. From short-term branch of insurance branch occupational accident and occupational sickness pensions, in case of illness and maternity situations incapacity to work pensions, temporary incapacity pensions and maternity allowances are granted. From long-term branch of insurance, retirement, and invalidity and death pensions; and from general health insurance medical assistances are granted. There is also unemployment insurance scheme which is governed by Turkish Employment Agency.

The social insurance scheme is funded mainly by the contributions of an employee, employer and partly by the government. Contributions are of 20% of declared wage for old-age, disability and survivor's benefit, 16.5% for occupational diseases and work accidents, 12.5% for general health insurance, and 3% for unemployment insurance. The contribution rate for self-employed was reduced to 33.5% from previously 40% of the income declared.

Total expenditures of the SSI in the years of 2009-2010 were respectively 106.775 million TL and 122.000 million TL. The deficit is financed by the transfer from the state budget to the SSI. In 2000, this transfer was only 2.400 million TL, increased at a growing pace in the following years. In 2006, the amount of money transferred to the SSI was 18.000 million TL. However, it reached to 25.000 million TL in 2007. In 2009, the transfer peaked with 28.700 million TL. The transfer in 2010 saw decline to 26.700 million TL as a first time in the decade. There will be a further decrease as the payments made by the SSI for the non-contributory system on the basis of Law no 2022 for the elderly (+65 years of age) and the people with disabilities has been transferred to Ministry of Family and Social Policy.

2.1.1.3.2.2. General Health Insurance

Health insurance had been provided in accordance with the working status, but after the unification of different social security institutions and establishment of the Social Security Institution (SSI), unified health care has been provided for all citizens. General Health Insurance Scheme (GHIS) and the SSI create a new structure in which a single purchasing agency finances healthcare for the whole population via a single social health insurance fund. This system is based on social insurance contributions and the redistributive effect of general taxation. It is intended to provide the Turkish population with access to a wide range of health services and to ensure unity, equity and efficiency in the delivery of these services. The system includes all Turkish citizens, refugees and foreigners who have resided legally in Turkey for more than 1 year and do not have health insurance coverage from another country. Family members of the insured aged under 18 years of age are also insured automatically without an additional premium. The age for dependent children can be extended to 25 years under the condition of continuing education. Pensioners and children aged 18 or older who receive health benefits are provided health services in their own names. General Health Insurance premium rate is 12.5% of the wage (5% for employees, 7.5% for employers). The state contributes to the system by 3% of the total premium collected. The premiums of those who cannot afford to pay their general health insurance premiums, in other words, whose average monthly per capita income is under one third of minimum wage 235 TL. Valid starting from 1st of January 2012, 9.1 million green card holders will join to SSI as insured and by this transaction General Health Insurance Scheme will cover whole population.

2.1.1.3.2.3 Social Services and Social Assistance

Social services including protection and care, treatment, rehabilitation, counselling, training, protective and preventive services are provided for children, the old aged, people with disabilities and women. The Administration for Disabled People was renamed as General Directorate for Disabled and Elderly Services under Ministry of Family and Social Policy by the Decree-Law numbered 633 published on Official Journal dated 08.06.2011. This institution has been authorized for implementation of social services for old aged and people with disabilities and determining policy and strategies oriented to social services for them.

“Community Centres” are established in regions where there is high immigration, in *gecekondu* regions, in regions given priority for development and in other places where there is need in relation with rapid social changes, urbanization and problems stemming from migration. Within the new institutional structure, “Community Centers “have been delegated to the Ministry of Family and Social Policies. Currently, there are 98 “Community Centres” in Turkey.

The target group of the centres are people living in disadvantaged regions of urban areas and facing the problem of access to resources, particularly women, children, youth, people with disabilities that are effected mostly by poverty and rapid urbanization.

The centres are aiming at improving skills of the population in that region especially to children, women and youth, creating opportunities for employment and income resources; helping people to improve their self-confidence for working together and strengthening their participation capacity; raising awareness on environment. In this context, services provided by these centres are related to awareness raising in particular for improving the status of women in family and society; improving their productivity, information on health, nutrition, child development and education, family planning, household economics; trainings for women, children and youth on civil rights, human rights, children rights linked with Children Rights Convention, and how to use these rights; various guidance services; providing participation of the society via promoting different interest fields. It is clearly observed that the women participating in these activities are informed about their legal rights and they claim for their rights, they are more tolerant and flexible for the education of girls, they begin to follow the media and criticize, they are strong enough in activating the institutions and they begin to question these institutions.

By January 2012, there are 47 “Family Counselling Centres” in Turkey. The centres are functioning in accordance with the Minister Approval dated 11 September 2001 and numbered 102⁶¹. In these centres, protective, preventive, educating-developing services targeting the family members are provided as well as services aiming at rehabilitation-treatment of them who are in need. In addition, guidance and counselling services are provided.

In Turkey, there are 102⁶² nursing homes and old-aged care and rehabilitation centers with a capacity of 9.800 affiliated to General Directorate Disabled and Elderly Services.⁶³ In addition, there are some institutions serving as private nursing homes (around 10.000 capacity). These institutions can be grouped as;

⁶¹Aile Danışma Merkezi Çalışma Esasları Hakkında Yönerge

⁶²The number of nursing homes and old-aged service centres are given as of 15.12.2011

⁶³http://www.ozurluveyasli.gov.tr/tr/html/225/Aile+Ve+Sosyal+Politikalar+Bakanligi+Ozurlu+Ve+Yasli+Hizmetleri+Genel+Mudurlugu_ne+Bagli+Huzurevleri

- institutions affiliated to associations and foundations,
- institutions affiliated to minorities,
- institutions affiliated to natural persons,

There are 34 nursing homes affiliated to associations and foundations are serving for old-aged people with a capacity of 2.827⁶⁴. Besides, there are 7 nursing homes affiliated to minorities with a capacity of 961⁶⁵. Moreover, 120 institutions servicing as private Nursing House under management of natural persons with a capacity of 6.432 old-aged people⁶⁶. Also, according to the Implementing Regulation on Private Nursing Homes and Care Homes for the Old Aged, each private institution has an obligation to care a number of old aged at least 5% of its capacity free of charge.

There are 20 nursing homes affiliated to local administrations with a capacity of 2013⁶⁷. Besides, 6 Nursing Houses affiliated to public institutions are functioning with a capacity of 2.442 old-aged people.

In addition to the Nursing Homes, there are 5 old-aged service centres providing support services to assist the daily life of old-aged in 5 cities. 685 women and 155 men are members of these centres by the end of 2011. Also, there are 3 special old-aged service centres in Istanbul and Yalova with a capacity of 64 old-aged people⁶⁸.

Regarding people with disabilities, 83 Care, Rehabilitation and Family Counselling Centers affiliated by General Directorate Disabled and Elderly Services are serving with a capacity of 5.374 people to disabilities⁶⁹. Besides, there are 100 special boarding centers for people with disabilities with a capacity of 8.816⁷⁰.

Besides, the old-aged generally prefer to live in their familiar social environment. In fact, the results of Turkey Demographic and Health Survey (TNSA) 1998⁷¹ indicate that 7 of each 10 old aged live with their children in the same house or in the same building. On the other hand, as the sources of income are observed, pensions are found to be the main source of income. Since the pensions, which are generally insufficient and the main income, the old-aged face some difficulties in access to services in economic and social life. On the other hand, it is known that currently most of the old-aged do not face a risk of social exclusion due to family solidarity and services of social protection service providers.

⁶⁴<http://www.ozurluveyasli.gov.tr/tr/html/230/Dernek+ve+Vakiflara+Ait+Huzurevleri>

⁶⁵<http://www.ozurluveyasli.gov.tr/tr/html/229/Azinliklara+Ait+Huzurevleri>

⁶⁶<http://www.ozurluveyasli.gov.tr/tr/html/228/Gercek+Kisilere+Ait+Huzurevleri>

⁶⁷<http://www.ozurluveyasli.gov.tr/tr/html/231/Yerel+Yonetimlere+Ait+Huzurevleri>

⁶⁸<http://www.ozurluveyasli.gov.tr/tr/html/220/Yasli+Bakim+Hizmetleri>

⁶⁹http://www.ozurluveyasli.gov.tr/tr/html/188/Genel+Mudurlugumuze+Bagli+Bakim_+Rehabilitasyon+ve+Aile+Danisma+Merkezleri

⁷⁰<http://www.ozurluveyasli.gov.tr/tr/html/189/Ozel+Bakim+Merkezleri>

⁷¹Hacettepe University, Institute of Population Studies and Macro International Inc., 1999, Turkey Demographic and Health Survey 1998, Hacettepe University Institute of Population Studies, Ankara.

According to the 2000 Census of Population, population at the age of 65 and over is 3.9 million which constitutes 5.7 % of the total population. 45.3 % of old-aged are men and 54.7 % are women. It is estimated that the share of the population at the age of 65 and over will reach 6.4 % in 2012 and 13.7 % in 2039⁷².

These population projections based on the 2000 Census of Population state that the population will gradually be aging while the fertility rates will keep on decreasing in 2020 and 2050. As the old-aged population is increasing gradually and family structure is transformed in a nuclear family way from crowded families, the services to be furnished for the old-aged gain much more importance and in this regard, healthy ageing programs and care services to be planned for the old-aged will have to be taken into consideration as one of the prior issues for future policies and implementations. Another challenge for the old-aged is that those who are working as unregistered nowadays will not have the opportunity for benefiting from social security services such as pensions and health care which may increase the risk of their social exclusion in their elderly period.

This situation brings forth two dimensions for the next years. Firstly, there will be a need for better planned care services for the old-aged especially for facilitating employment of women, as women are mostly responsible for care of the old-aged in the family. In other words more and better care services in public and private institutions or at home provided by professional care givers will affect the increase in employment rate of women. Secondly, as women are mostly the responsible ones for the old-aged care in the society, they can be directed to work as professional care givers by providing support to strengthen their skills.

On the other hand, residential care, rehabilitation, counselling and awareness raising services are provided to 8334 people with disabilities via 37 residential institutions and more than 5374 people with disabilities and their families via 32 “family counselling and rehabilitation centres”⁷³ and approximately 4 thousand people with disabilities are waiting their turn to benefit from such services. Besides, approximately 30 thousand people with disabilities and their families benefit from rehabilitation and counselling services provided by 512 private rehabilitation centres.

According to the 2011 Census of Population performed by TURKSTAT Address Based Population Registration System, population at the age of 65 and over is nearly 5.5 million which constitutes 7.3% of the total population.

According to the Population Projections based on 2008 Address Based Population Registration System and Demographic and Health Surveys, it is estimated that the population at the age of 65 and over will reach 5.3 million which constitutes 7.1% of total population in 2012 and 8.4 million which constitutes 9.8% of the total population in 2025.⁷⁴⁷⁵

Social assistances are provided through benefits in kind (coal, food, clothing and education materials etc.) and benefits in cash.

⁷²TURKSTAT, National Population Projections, 2005.

⁷³Designed only for people with disabilities

⁷⁴TURKSTAT, Mid-year Population Projections according to the age and sex, 2008

⁷⁵Population projections have been revised according to the final result of 2008 Turkey Demographic and Health Survey.

Although there is no implementation of minimum income support for the people in need; there are some preparations for developing a right-based minimum income support mechanism. On the other hand, people with disabilities, the old aged people in need, families in economic and social deprivation (children and women are covered under the assistance given on the basis of family) are entitled to social assistances in cash or in kind provided by several institutions.

The institutional framework of social assistances system has been changed by the Decree-Law numbered 633 published on official journal dated 08.06.2011. With the mentioned Decree-Law, the Ministry of Family and Social Policy was established and many of the social assistance providing institutions were linked to this Ministry. These institutions are as follows:

- ✓ General Directorate of Social Assistance and Solidarity (SYDGM): This institution was renamed as “General Directorate of Social Assistance” and it is the main institution providing all transfers (in cash and in kind) to people in need by means of its 973 Social Assistance and Solidarity Foundations (SYDVs) and monitoring the other social assistances provided by the other institutions in a data base.
- ✓ General Directorate of Non-Contributory Premiums which was previously operating under the Social Security Institution provided social assistances to old-aged and disabled who has no income to support themselves were abolished and its activities and responsibilities are given to General Directorate of Social Assistance.

A Social Assistance Law will be adapted as a legal base for the operation for the Ministry. The mentioned Law aims to group social assistances as follows;

- ✓ Regular Assistances: family, old aged and disability
- ✓ Periodical Assistances: education, health, housing, heating
- ✓ Temporary Assistances: for only one time, revenue-generating social assistance, social development assistance

Social assistances are provided to people in economic and social deprivation in order to meet their basic and urgent needs in provinces and towns through Social Assistance and Solidarity Foundations. In 2010, around 2 million TL was allocated for 2.4 million families by former SYDGM.

In the concept of family assistances benefits in cash or in kind are provided to those families who are suffering from economic and social deprivation. In order to meet the basic needs of people who are in economic and social deprivation in an amount of 382 million TL was allocated in 2009 for food assistance. Furthermore, allocation of food assistance has started to be paid in 3 months period since June of 2008. Besides, 2 million tons of coal was distributed to more than 2 million families in need by the end of December 2009. In terms of housing, benefits in cash or in kind are provided to some families for repairing and restoration of their houses. Within this context, 74 million TL was allocated for 72 thousand people in need by the end of December 2009.⁷⁶

A research project funded by the state budget was launched aiming at evaluating the effect of social assistances and supports provided from projects carried out by General Directorate of Social Assistance and Solidarity (SYDGM) in cooperation with the Social Assistance and

⁷⁶<http://www.sydgm.gov.tr/tr/html/236>

Solidarity Foundations (SYDV) in provinces and other relevant public institutions; determining the effect of activities of SYDGM on eliminating the poverty, and according to the results having new strategies and policies in order to make the current implementations more effective as regards to combating poverty.

There is no application for minimum income support for the people in need. However; people with disabilities, the old aged people in need, children in need of protection, persons and families in economic and social deprivation are entitled to receive social assistances. However, the coverage is low as compared to the people in need.

A monthly lifelong benefit is awarded to old aged people who completed 65 years of age, have no income either in the form of pensions or wages and are in need as well as all people with disabilities at any age, who are not able to work. There is no data on whether there is any old aged or people with disabilities who are not able to benefit from social assistances. Benefits in cash are provided to some families who are in need and have no income or monthly salary from other institutions.

Implementations for conditional cash transfers (CCT) were launched first with the credit of World Bank in 2003. This credit of World Bank was fully used, but the CCT implementations were continued as an initiative of Turkish Government and the transfers are being paid from the resources of Social Assistance and Solidarity Fund from May 2006. During 2003-2006, approximately an amount of 100 million Euros were used for CCT implementations and the amount used from the resources of Social Assistance and Solidarity Fund is about 90 million Euros. CCT implementations are on-going and the payments are being made directly on a monthly basis to mothers who make their children continue their primary and secondary education, obtain adequate pre-natal care, basic health and nutrition services for their children at 0-6 age group.

On the other hand, people in need are provided one meal every day by serving directly at home and monthly food assistance.

In addition, there are Conditional Cash Transfers on health provided in nationwide. The implementation continues by the Protocol signed between Ministry of Health and former SYDGM. Within the scope of Conditional Cash Transfers for the families in the poorest group of population; an amount of €9.5 per child named as “Conditional Health Assistance” is provided to mothers in case they take their children to the hospital for regular health control at the 0-6 age group. These children can benefit from pre-natal care, basic health and nutrition services in order to prevent child mortality and reduce the child illness. 137.8 million TL was allocated for more than 750 thousand children in 2009. Within the context of “Conditional Pregnancy Health Assistance” while the number of beneficiary mother has reached to almost 50 thousand, the total amount of allocation has reached to 3.6 million TL between 2005 and 2009 period.⁷⁷

2.1.1.3.3. Promoting Social Inclusion of Disadvantaged Persons

In Turkey, disadvantaged persons in particular people with disabilities, ex-prisoners and ex-convicts, Internally Displaced Persons (IDPs), poor people living in *gecekondular* areas, Roma

⁷⁷<http://www.sydgm.gov.tr/tr/html/240>

citizens, parents of working children and the children in need of special protection are excluded from economic and social life mainly in relation with poverty or being at risk of poverty. Although each group has different specific problems; the common problems for all groups are limited access to labour market, education, health and social security. There are also other persons such as the drug addicts, women victims of violence and travellers who are covered by the HRD OP as disadvantaged persons.

2.1.1.3.3.1 People with Disabilities⁷⁸

Law on People with Disabilities, which has been adopted in 2005, defines “person with disability as *“the person who has difficulties in adapting to social life and in meeting daily needs due to the loss of physical, mental, psychological, sensory and social capabilities at various levels by birth or by any reason thereafter and who therefore need protection, care, rehabilitation, consultancy and support services”*”.

According to the 2002 Disability Survey made by TURKSTAT and the Administration for Disabled People, there exist approximately 8.4 million people with disabilities in Turkey.

Table 67 figures out the results of Survey on Problems and Expectations of Disabled People⁷⁹, 2010 (TURKSTAT) percentage of registered disabled individuals on the basis of gender, place of residence, proportion of disability, age group and educational status. According to the Table, percentage of male among total number of disabled individuals is 58.6% while percentage of female is 41.4%. Percentage of disabled individuals living in urban areas is 62.4% and 37.6% in rural areas.

⁷⁸In Law on People with Disabilities adopted on 07.07.2005, people with disabilities are defined as “the people who have difficulties in adapting to social life and in meeting daily needs due to the loss of physical, mental, psychological, sensory and social capabilities at various levels by birth or by any reason thereafter and who therefore need protection, care, rehabilitation, consultancy and support services”.

⁷⁹In the context of the protocol signed with the [then] Presidency of Administration for Disabled People; as regarding with registered disabled individuals in the National Disabled People Database, “Survey on Problems and Expectations of Disabled People, 2010” has been implemented for the first time in national level. The general aim of the survey is to determine the problems and expectations of disabled people in their daily life, and to make effective policies in the related fields. In this survey; National Disabled People Database, created by Presidency of Administration for Disabled People, was used as a frame, field study of the survey was carried out in June, 2010, http://www.turkstat.gov.tr/PreTablo.do?alt_id=5

Table 71: Percentage of registered disabled individuals by gender, place of residence, proportion of disability, age group and educational status, 2010⁸⁰

(%)

	Total	Visual disability	Hearing disability	Language and speech disability	Orthopedic disability	Intellectual disability	Mental and emotional disability	Chronic illness	Multiple disability
Total	100,0	8,4	5,9	0,2	8,8	29,2	3,9	25,6	18,0
Gender									
Total	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0
Male	58,6	67,0	57,5	67,0	56,2	61,1	67,9	56,2	53,5
Female	41,4	33,0	42,5	33,0	43,8	38,9	32,1	43,8	46,5
Place of residence									
Total	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0
Urban	62,4	59,2	67,1	70,6	59,8	61,1	61,0	64,6	62,8
Rural	37,6	40,8	32,9	29,4	40,2	38,9	39,0	35,4	37,2
Proportion of disability									
Total	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0
20% - 39%	15,2	28,3	16,6	52,3	33,8	6,7	12,3	17,1	10,8
40% - 69%	42,4	28,1	78,8	37,1	49,4	43,3	25,8	40,0	39,5
70% and over	42,4	43,6	4,6	10,5	16,9	50,0	61,9	43,0	49,7
Age group									
Total	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0
0 - 6	4,9	1,4	9,6	25,1	3,7	7,4	2,0	3,6	3,7
7 - 14	16,2	5,1	17,4	37,1	5,1	36,1	10,5	4,6	11,5
15 - 24	17,2	16,1	20,9	14,9	13,1	27,5	9,3	9,2	14,9
25 - 44	27,7	36,2	32,4	11,7	39,2	23,3	49,5	23,6	25,0
45 - 64	18,9	25,5	12,0	7,5	22,1	4,9	22,1	33,1	18,4
65 +	15,2	15,8	7,7	3,7	16,7	0,8	6,6	25,9	26,4
Educational status [6 years old and over]									
Total	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0
Illiterate	41,6	32,1	31,6	33,6	26,4	57,5	24,0	32,2	48,5
Literate without a diploma	18,2	11,8	23,0	38,6	10,9	28,9	12,7	12,8	15,3
Primary school	22,3	29,0	17,9	10,7	32,9	4,6	33,0	34,9	22,9

⁸⁰Total numbers in the table may not be exact due to rounding of the numbers.

Primary education / Secondary school and equivalent	10,3	12,5	16,4	11,0	13,4	8,2	15,2	10,2	8,0
High school and over	7,7	14,6	11,1	6,1	16,4	0,7	15,1	9,9	5,3

Source: TURKSTAT, Survey on Problems and Expectations of Disabled People, 2010

The low labour force participation rate of people with disabilities stems from their low level of education and job related qualifications, barriers restricting their employment and mobility, and insufficient employment opportunities. Such problems in participating to the labour force faced by people with disabilities result in social exclusion and poverty risk.

In order to increase the employment rate of people with disabilities, general vocational training opportunities need to be diversified for the people with different levels and types of disability. It is also necessary to create new training programs and employment of the disabled should be diversified in parallel. There is a need to develop specific programs which ensure transition between school and the first job pose, to develop specific transition programs for vocational training and rehabilitation to re-employment, to carry out specific form of training programs for independent living and to take related measures to promote the de-institutionalization and community based alternatives.

Table 72: Labour Force Participation and Unemployment Rate of People with orthopaedic, mental, speech and language, hearing and visual disabilities⁸¹

	Labour Force Participation Rate	Unemployment Rate	Population rate not in labour force
Turkey	21.71	15.46	78.29
Place of Residence			
Urban areas	25.61	17.43	74.39
Rural areas	17.76	12.58	82.24
Sex			
Male	32.22	14.57	67.78
Female	6.71	21.54	93.29

Source: TURKSTAT, 2002 Disability Survey

According to Table 72 in terms of labour force participation, only one out of five people with disabilities at working age 15-64 participate in labour force. The labour force participation for people with orthopaedic, mental, speech and language, hearing and visual disabilities is 21.7% and that of chronic illnesses is 22.8%. The unemployment rate is 10.7% for people with chronic illnesses and 15.4% for people with orthopaedic, mental, speech and language, hearing and a visual disability. Labour force participation rate of women with disabilities is significantly lower than that of men and the unemployment rate is higher for women. As regards urban versus rural areas, labour force participation rate of people with orthopaedic, mental, speech and language, hearing and visual disabilities seems to be higher in urban areas.

⁸¹TURKSTAT has not published any revised information yet.

In terms of working status and type of disability, according to the data derived from Survey on Problems and Expectations of Disabled People, 2010, 14,2% of the disabled individuals has a job; in other words, this amount of disabled individuals are counted as “employee”. This is quite low and among all the disabled individuals, the ones having intellectual disability and mental and emotional disability have even less than 10% employment rate; their employment rates are 5.8% and 7.6% respectively. 77.4% of the employees are regular, casual employees; 15.0% are employer, self-employed, and 7.6% are unpaid family worker. 6.3% of the disabled that are not working are job seekers while 93.7% of them are categorized as “other”. So, both employment and labour market participation of the disabled individuals are quite low.

Table 73: Percentage of registered disabled individuals by working status and type of disability, 2010

[15 years old and over]

(%)

	Total	Visual disability	Hearing disability	Language and speech disability	Orthopedic disability	Intellectual disability	Mental and emotional disability	Chronic illness	Multiple disability
Employees	14,3	24,8	26,8	18,0	25,5	5,8	7,6	13,6	11,4
Regular, casual employee	77,4	80,1	79,8	76,7	82,3	67,7	66,5	75,6	77,1
Employer, self employed	15,0	14,0	10,4	15,8	10,3	13,4	17,7	20,2	15,4
Unpaid family worker	7,6	6,0	9,8	7,6	7,3	18,9	15,8	4,2	7,4
Not working	85,7	75,2	73,2	82,1	74,5	94,2	92,4	86,4	88,6
Job seekers	6,3	14,4	13,5	13,8	11,5	2,6	8,1	5,3	4,1
Other	93,7	85,6	86,5	86,2	88,5	97,4	91,9	94,7	95,9
Causes of not working or not seeking job ^(*)									
Severely disabled person unable to work	51,4	37,2	23,8	29,2	41,6	67,9	51,8	49,8	51,9
Retired/Student/Housewife/Elderly	29,2	31,0	38,7	37,0	31,2	10,8	13,0	39,2	35,3
Disabled person thinks that he/she does not get any job offers because of his/her disability	16,6	19,0	19,8	19,7	17,6	21,6	22,9	12,3	13,5
His/her family does not allow him/her to work	3,3	2,2	3,7	1,8	2,5	5,3	3,4	3,0	2,4
Other	10,7	12,7	17,8	11,6	14,4	9,7	20,4	8,4	9,0

Source: TURKSTAT, Survey on Problems and Expectations of Disabled People, 2010

In terms of causes of not working or seeking a job, a total of 51.4% of the disabled persons are unable to work due to severe disability. 16,6% of the disabled think that he/she does not get any job offers because of his/ her disability. Families of 3,3% of the disabled do not allow them to work. These data show there are some structural and specific barriers in front of labour market participation of the disabled persons which necessitate special measures in line with the situation of those people.

According to the Labour Law, a quota system is applied for employment of people with disabilities only in workplaces with at least 50 or more employees. Although there are people with disabilities waiting for placement, there are still vacant quotas. By the end of 2005, while there was a total of 24.814 vacant quotas (2.990 of which were from the public sector and 21.824 of which were from the private sector); a total of 69,526 people with disabilities (59,829 are men and 9,716 are women) are in the waiting list for placement. This challenge is mainly stemming from the inadequate vocational qualifications of people with disabilities which are not meeting the demands in the labour market (skills mismatch). On the other hand as the labour market does not have a regular and planned development in Turkey, the quotas are mostly intensified at certain provinces. In parallel to this, the number of people with disabilities seeking for job might be less in these regions and this situation brings forth the problem of mobility in the labour market. Although there are more vacant places in other provinces, as people with disabilities want to stay with or nearby their families, they are not willing to move to another place for job. Furthermore, the social assistances in cash and in kind provided by several institutions have increased in the recent years which are about the same amount they will get if they work. But in order to be entitled to get these assistances, there is conditionality that people with disabilities should be registered to ISKUR for job placement. People with abilities are registered to ISKUR for being entitled for the social assistances, but are unwilling to seek for a job. This situation clearly points out the need for better functioning and coordination among labour market and social protection system.

ISKUR provides vocational training courses for people with disabilities from which 2.653 people with disabilities benefited during 2001-2005.

According to the statistics of ISKUR, by the end of 2005, a total of 23.317 people with disabilities (20.274 of whom are men and 3.043 of whom are women) found jobs via ISKUR. Existing ISKUR data do not correctly reflect the labour market situation of all people with disabilities, but only the situation of those who are registered to ISKUR.

Table 74 shows the data as regards to quota system for people with disabilities at provincial level. Great majority of work places are in the private sector. The number of work places, both public and private, which have to employ disabled persons, varies significantly from province to province. The provinces that have the highest number of workplaces for the disabled are İstanbul, Ankara, Bursa, İzmir and Kocaeli with a total of 4489, 1115, 925, 880 and 689 workplaces. All these provinces are in the Priority II Regions which shows that there is a great potential for demand- supply match for the disabled persons in the labour market of the Priority II Regions.

Table 74: Figures as regards to quota system for people with disabilities, 2010, Turkey

Provinces	Number of Workplaces Which Have to Employ Disabled			Number of Active Disabled			Number of Active Disabled As Excess Personnel			Vacancies		
	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total
Adana	26	366	392	420	1.765	2.185	115	202	317	28	181	209
Adiyaman	10	45	55	107	239	346	23	60	83	1	17	18
A. Karahisar	16	87	103	137	339	476	41	50	91	6	26	32
Ağrı	7	5	12	54	17	71	14	2	16	4	3	7
Aksaray	5	37	42	27	182	209	3	9	12	4	26	30
Amasya	9	50	59	41	226	267	3	54	57	4	8	12
Ankara	68	1.047	1.115	1.365	5.752	7.117	213	478	691	238	914	1.152
Antalya	27	492	519	226	1.608	1.834	33	97	130	27	1.106	1.133
Ardahan	2	4	6	10	21	31	4	11	15	0	1	1
Artvin	9	23	32	74	94	168	20	8	28	1	12	13
Aydın	14	120	134	150	570	720	29	61	90	10	64	74
Balıkesir	26	170	196	280	787	1.067	77	89	166	19	67	86
Bartın	5	40	45	45	163	208	23	12	35	5	6	11
Batman	6	30	36	107	119	226	4	13	17	4	15	19
Bayburt	2	2	4	15	5	20	2	2	4	0	1	1
Bilecik	5	70	75	10	427	437	2	12	14	13	48	61
Bingöl	4	6	10	28	20	48	5	0	5	2	17	19
Bitlis	7	9	16	39	18	57	4	5	9	2	9	11
Bolu	5	67	72	44	425	469	7	22	29	3	30	33
Burdur	8	36	44	63	131	194	14	17	31	6	13	19
Bursa	23	902	925	273	5.344	5.617	53	278	331	28	594	622
Çanakkale	15	48	63	83	218	301	22	8	30	8	36	44
Çankiri	7	26	33	53	155	208	4	11	15	2	8	10
Çorum	12	62	74	92	261	353	20	21	41	5	35	40
Denizli	11	274	285	91	1.412	1.503	23	101	124	15	80	95
Diyarbakir	19	104	123	233	333	566	38	38	76	12	86	98
Düzce	5	123	128	25	651	676	2	56	58	3	63	66
Edirne	7	54	61	47	239	286	19	21	40	7	84	91
Elazığ	13	56	69	175	189	364	54	31	85	5	63	68
Erzincan	7	17	24	53	79	132	11	12	23	4	17	21
Erzurum	23	59	82	223	250	473	50	18	68	6	59	65
Eskişehir	18	195	213	352	1.037	1.389	54	61	115	9	184	193
Gaziantep	14	298	312	112	1.513	1.625	24	89	113	13	179	192
Giresun	8	43	51	51	189	240	14	23	37	6	19	25
Gümüşhane	4	13	17	23	26	49	2	3	5	0	9	9
Hakkari	7	7	14	34	12	46	7	3	10	11	9	20
Hatay	12	129	141	79	456	535	19	34	53	6	157	163
İğdir	5	6	11	5	5	10	0	0	0	26	7	33
Isparta	11	40	51	89	149	238	13	19	32	5	26	31
Istanbul	79	4.410	4.489	1.425	18.674	20.099	161	773	934	351	8.767	9.118
Izmir	35	845	880	467	3.670	4.137	138	261	399	123	1.319	1.442
K. Maraş	19	158	177	234	1.055	1.289	56	154	210	5	45	50
Karabük	5	35	40	25	211	236	5	19	24	0	47	47
Karaman	3	31	34	32	246	278	9	8	17	1	24	25
Kars	7	8	15	17	20	37	3	2	5	19	8	27
Kastamonu	7	41	48	38	156	194	3	24	27	56	29	85
Kayseri	16	299	315	174	1.762	1.936	34	174	208	25	121	146
Kırıkkale	15	24	39	141	106	247	16	11	27	9	5	14
Kırklareli	11	73	84	85	360	445	22	10	32	2	117	119
Kırşehir	6	20	26	32	113	145	9	8	17	2	2	4
Kilis	1	6	7	11	16	27	8	2	10	0	0	0
Kocaeli	28	661	689	458	3.545	4.003	68	227	295	17	466	483
Konya	31	271	302	289	1.332	1.621	48	163	211	22	70	92
Kütahya	17	93	110	237	293	530	44	15	59	18	164	182
Malatya	14	95	109	131	511	642	30	53	83	3	65	68

Manisa	15	235	250	226	1.133	1.359	42	67	109	5	369	374
Mardin	10	26	36	79	80	159	14	3	17	4	14	18
Mersin	28	253	281	307	948	1.255	57	107	164	15	111	126
Muğla	23	134	157	260	461	721	39	63	102	10	106	116
Muş	7	4	11	6	4	10	0	1	1	43	6	49
Nevşehir	4	44	48	29	130	159	5	8	13	3	20	23
Niğde	6	29	35	49	89	138	11	7	18	2	21	23
Ordu	7	78	85	65	301	366	12	31	43	6	78	84
Osmaniye	10	49	59	93	295	388	39	50	89	2	10	12
Rize	5	25	30	642	104	746	520	20	540	1	12	13
Sakarya	22	195	217	177	1.053	1.230	28	96	124	9	123	132
Samsun	24	143	167	218	471	689	41	41	82	42	92	134
Siirt	8	11	19	36	40	76	6	4	10	28	7	35
Sinop	7	24	31	46	83	129	6	4	10	1	55	56
Sivas	14	63	77	220	326	546	36	41	77	7	28	35
Şanlıurfa	19	83	102	239	353	592	38	39	77	0	32	32
Şırnak	5	25	30	38	68	106	4	3	7	2	19	21
Tekirdağ	13	421	434	93	1.407	1.500	16	19	35	9	1.204	1.213
Tokat	12	45	57	87	91	178	22	25	47	31	71	102
Trabzon	13	93	106	145	337	482	40	49	89	7	31	38
Tunceli	4	4	8	26	8	34	7	2	9	1	3	4
Uşak	5	69	74	49	308	357	13	28	41	0	53	53
Van	12	47	59	163	134	297	13	16	29	4	46	50
Yalova	9	48	57	32	129	161	4	11	15	5	50	55
Yozgat	13	39	52	58	112	170	7	7	14	27	38	65
Zonguldak	13	92	105	89	398	487	9	38	47	398	172	570
TOTAL	1.0	14.511	15.59	12.60	66.359	78.962	2.74	4.715	7.463	1.86	18.29	20.162

Source: ISKUR Statistics, 2010

According to the ISKUR database; from 1973 to 2010, totally 667.789 people with disabilities (499.501 of which are men and 113.182 of which are women) were in the waiting list for placement. Between the same years, totally 334.123 people with disabilities (274.942 of which are men and 38.831 of which are women) found a job via ISKUR. In 2010, 36.144 people with disabilities applied for job (22.140 men and 14.004 women) and 32.257 people with disabilities found a job (27.829 men and 4.428 women). By May 2011, 18.114 people with disabilities are employed as worker in public and private sectors and 19.915 disabled people are employed as civil servant. ISKUR database only reflects the number of people with disabilities who are registered to ISKUR. There is no systematic and sufficient data which reflects the general situation of people with disabilities in the labour market

Table 75: Employment Services for people with disabilities, 2005 (by growth centres)

Provinces	Applications			Placements						Those waiting their turns by the end of the year			
				Total			Public		Private				
	Male	Female	Total	Male	Female	Total	Male	Female	Male	Female	Male	Female	Total
Batman	93	13	106	27	5	32	18	4	9	1	571	60	631
Diyarbakır	266	27	293	62	6	68	10	4	52	2	1.237	112	1.349
Elazığ	181	20	201	76	9	85	10	2	66	7	1.179	122	1.301
Erzurum	227	24	251	87	7	94	17	2	70	5	924	65	989
Gaziantep	444	33	477	529	23	552	1	1	528	22	1.223	140	1.363
Kars	44	7	51	27	0	27	1	0	26	0	189	25	214
Kastamonu	72	19	91	59	11	70	9	2	50	9	338	77	415

Kayseri	413	46	459	464	46	510	18	5	446	41	915	148	1.063
K.Maraş	365	35	400	305	25	330	39	3	266	22	715	68	783
Malatya	158	26	184	122	19	141	6	0	116	19	1.062	161	1.223
Samsun	185	48	233	155	33	188	40	8	115	25	1.125	258	1.383
Sivas	199	32	231	103	9	112	33	0	70	9	799	118	917
Ş.Urfa	242	20	262	194	12	206	54	0	140	12	864	58	922
Trabzon	157	25	182	64	15	79	22	4	42	11	700	128	828
Van	175	19	194	32	0	32	19	0	13	0	624	46	670
TOTAL	3.221	394	3.615	2.306	220	2.526	297	35	2.009	185	12.465	1.586	14.051

Source: ISKUR Statistics

Table 76: Activities Concerning People who have Disabilities, 2004-2010

	Application			Placement								
	Male	Female	Total	Total			Public			Private		
				Male	Female	Total	Male	Female	Total	Male	Female	Total
2004	33.377	5.578	38.955	14.992	2.183	17.175	1.152	168	1.320	13.840	2.015	15.855
2005	21.830	4.029	25.859	20.274	3.043	23.317	1.547	181	1.728	18.727	2.862	21.589
2006	22.462	5.774	28.236	20.651	3.130	23.781	1.037	165	1.202	19.614	2.965	22.579
2007	26.196	10.201	36.397	15.592	2.272	17.864	494	79	573	15.098	2.193	17.291
2008	33.599	14.881	48.480	18.855	3.112	21.967	371	56	427	18.484	3.056	21.540
2009	24.901	15.618	40.519	22.820	3.585	26.405	470	75	545	22.350	3.510	25.860
2010	22.140	14.004	36.144	27.829	4.428	32.257	265	30	295	27.564	4.398	31.962
(TOTAL)	499.501	113.182	667.789	274.942	38.831	334.123	39.990	4.668	56.852	234.952	34.163	277.271

Table 76 shows the numbers of application and placement between 2004- 2010 in terms of sector and gender. Number of applications has decreased within the period from 38.955 in 2004 to 36.144 in 2010. Majority of the placements are realised in the private sector, which is consistent also with the data that majority of the work places are in the private sector. As regards gender, between 2004- 2010, number of applications for males has decreased (from 33.377 to 22.140) while numbers of applications for females have increased (from 5.578 to 14.004). However, total number of application and placement rates of females is lower than that of males.

Table 77: People with Disabilities Benefiting from Social Security Services (People with orthopedic, mental, speech and language, hearing and visual disabilities)

	Social security		Registered	
	With	Without	Self-employed	Employees
Turkey	47.55	52.45	45.21	54.79
Urban areas	59.27	40.73	44.86	55.14
Rural areas	35.15	64.85	45.84	54.16
Male	44.84	55.16	67.96	32.04
Female	51.41	48.59	17.04	82.96

Source: TURKSTAT, 2002 Disability Survey

According to the 2002 Disability Survey, the rate of people with disabilities benefiting from social security services is 47.55% for people with orthopedic, mental, speech and language, hearing and a visual disability, while this rate is 63.67% for people with chronic illnesses.

Table 78: People with Disabilities Benefiting from Social Security Services (People with chronic illnesses)

	Social security		Registered	
	With	Without	Self-employed	Employees
Turkey	63.67	36.33	44.36	55.64
Urban areas	70.80	29.20	45.23	54.77
Rural areas	50.28	49.72	42.06	57.94
Male	62.40	37.60	86.42	13.58
Female	64.56	35.44	15.89	84.11

Source: TURKSTAT, 2002 Disability Survey

People with disabilities are entitled to early retirement. Besides, dependents with disabilities (disabled orphans of the insured) are entitled to the Death Pension. On the other hand, as of September 2006, a monthly assistance of approximately €100 is provided to 230 thousand people with disabilities who do not have social security and are in need depending on their age and degree of disability. The health care and rehabilitation expenditure of people with disabilities who are not under the coverage of the social security system are covered by the State. In addition to the benefits in cash, people with disabilities are benefiting from rehabilitation centres providing residential and daily care services.

According to the Survey made in 2010, 41,6% of the disabled are illiterate while 22,3% is primary school graduate.

Early childhood and pre-primary education for people with disabilities are the parts of compulsory education. Children with disabilities have education under the general education system in normal classes or specialized education classes in accordance with the type and level of disability or benefit from private special education schools and centres. Education expenditure of children with special education needs regardless of having social security or not has been covered by MoNE.

The Law on People with Disabilities prohibits discrimination against people with disabilities in education and employment, accepts international disability classification, adopts provision of services also by private sector, brings job analysis according to types of disability and application of the results in preparing education and rehabilitation services for people with disabilities, establishes new departments for people with disabilities in metropolitan municipalities.

The “Employment Action Plan” was prepared for the period of 2005-2010 proposing several actions as eliminating discrimination in employment, establishing policies aiming at increasing employment of people with disabilities with the coordination of all parties including people with disabilities themselves, raising awareness in order to increase employment of them, supporting the quota system with different incentives for the employers, supporting entrepreneurship and increasing their labour productivity.

According to Survey on Problems and Expectations of Disabled People performed in 2010, 38,4% of registered disabled individuals have regularly received social assistances. 27% of registered disabled individuals stated that they have regularly received disability pension. 11.2% of registered disabled individuals stated that they have regularly received in-kind and in-cash substances from General Directorate of Social Assistance and Solidarity (SYDGM). 55.7% of registered disabled individuals want to get a job which is not requiring heavy physical work or powers. Taking into account that working conditions/arrangements needed by registered disabled individuals at the job which are working/able to work, 33.3 % of them demand to take more short breaks during the working time because of health problems. Besides, 27.6% of them want to have part-time jobs (TURKSTAT).

Table 79: Percentage of registered disabled individuals receiving social assistances regularly by type of disability, 2010⁸²

[15 years old and over]

(%)

	Total	Visual disability	Hearing disability	Language and speech disability	Orthopedic disability	Intellectual disability	Mental and emotional disability	Chronic illness	Multiple disability
Social assistances beneficiaries	38,4	37,2	25,3	36,2	28,8	47,6	53,8	33,8	41,4
Received social assistances									
Disability pension (under the law no. 2022)	27,0	28,0	19,0	25,0	18,8	36,8	41,0	21,7	27,5
In-kind and in-cash substances from General Directorate of Social Assistance and Solidarity	11,2	10,1	7,4	8,5	10,1	10,9	14,7	11,2	12,7
In-kind and in-cash substances from Social Services and Child Protection Agency	6,3	4,0	2,1	7,0	4,4	9,0	7,7	6,1	6,7
Social assistances from benevolent individuals	4,2	3,7	3,9	4,6	3,3	4,3	5,3	4,4	4,2
Other	2,0	2,4	0,6	1,0	1,1	1,6	1,5	2,1	3,0

Source: TURKSTAT, Survey on Problems and Expectations of Disabled People, 2010

2.1.1.3.3.2 Convicts and Ex-Prisoners

In Turkey, many ex-prisoners/convicts have difficulty in finding permanent, unsubsidized, well-paid jobs after release because they, generally, lack job-seeking experience, a work history, and employment skills. Furthermore, many employers refuse to hire individuals with criminal records, a factor stemming mainly from the prejudices and stereotypes prevalent among the employers and

⁸²Sum of column percentages may not be equal to 100 because every social assistances were asked as a separate question.

the society. So, many newly released offenders have difficulty in integration to labour market and society.

According to TURKSTAT statistics by the end of 2008, 1.374 men and 364 women (illiterate) of the convicts are non-educated 1.404 men and 99 women literate, 41.264 men and 1.144 women graduated from primary school, 13.483 men and 290 women graduated from secondary school, 10.078 men and 425 women graduated from high school, 2.352 men and 143 women graduated from higher education or university. So, being a convict has important implications on the education services to be provided to the convicts, which affects the job opportunities for these people.

Additional measures shall be implemented to ensure that these individuals can use their certificates to find a job.

There is a system applied to only workplaces with at least 50 or more employees are employed. It is called “quota system” and it is used in the employment of the ex-prisoners like the people with disabilities. According to ISKUR figures, in 2006, the vacant quotas for ex-prisoners were approximately 13.000 in total, approximately 1.200 of which were in public and 12.800 of which were in private sector. In 2006, approximately 7.800 ex-prisoners applied to ISKUR in 2006 and 6.450 of them were employed. By the end of 2006, number of ex-prisoners who are employed were approximately 24.000, 15.000 of whom were working in private sector and 9.000 of whom in public sector, while 23.206 ex-prisoners in total are still waiting to be employed, only 365 of whom are women. During 1972-2006 period, totally 222.291 ex-prisoners applied to ISKUR for employment and only 104.003 of them were employed, 32.127 of whom were in public sector and 71.876 were in private sector.

Despite the need for providing the convicts, ex- prisoners and prisoners with decent jobs, the labour market does not have a regular and planned development in Turkey, the quotas are mostly intensified at certain provinces. In parallel to this, the number of convicts and ex-prisoners seeking for job might be less in these regions and this situation brings forth the problem of mobility in the labour market. Additional measures shall be implemented to ensure that these individuals can use their certificates to find a job.

According to ISKUR figures, in 2005, 76 % of the ex-prisoners (6.694 persons) who applied to ISKUR have been employed. However, existing ISKUR data does not correctly reflect the labour market situation of all ex-convicts and ex-prisoners, but only the situation of those who are registered to ISKUR.

Table 80: Figures as regards to quota system for ex-convicts, 2010, Turkey

	Ex-convict		
	Number of active ex-convict	Number of active ex-convict as excess personnel	Vacancies
	Public	Public	Public
Adana	241	100	30
Adiyaman	59	19	2
Afyonkarahis	66	28	12
Agri	29	10	3
Aksaray	13	1	3
Amasya	29	9	2

Ankara	659	172		206
Antalya	117	33		25
Ardahan	2	0		1
Artvin	35	9		2
Aydin	69	12		9
Balikesir	138	45		18
Bartın	39	13		1
Batman	68	19		4
Bayburt	9	3		0
Bilecik	6	1		6
Bingöl	15	3		1
Bitlis	20	3		2
Bolu	19	5		7
Burdur	31	6		2
Bursa	153	46		19
Çanakkale	33	6		9
Çankiri	25	4		4
Çorum	44	11		6
Denizli	51	19		11
Diyarbakir	138	45		11
Düzce	13	2		2
Edirne	29	13		3
Elazığ	95	43		7
Erzincan	19	4		7
Erzurum	107	25		8
Eskisehir	142	35		46
Gaziantep	60	18		8
Giresun	25	7		4
Gümüşhane	13	3		1
Hakkari	16	4		5
Hatay	38	18		13
Iğdir	0	0		14
Isparta	46	6		3
Istanbul	665	118		265
Izmir	202	67		
Kahramanmaraş	113	31		9
Karabük	21	12		0
Karaman	19	8	1	
Kars	10	0	7	
Kastamonu	20	4	27	
Kayseri	69	18	32	
Kirikkale	33	8	41	
Kirklareli	42	10	2	
Kirsehir	16	5	2	
Kilis	4	2	0	
Kocaeli	135	23	83	
Konya	142	33	21	
Kütahya	127	38	13	
Malatya	70	26	7	
Manisa	120	31	7	
Mardin	35	5	5	
Mersin	154	33	14	
Mugla	139	32	9	
Mus	2	0	23	
Nevşehir	16	4	2	
Niğde	20	4	5	
Ordu	39	15	6	
Osmaniye	45	18	1	
Rize	238	179	2	
Sakarya	87	31	22	
Samsun	121	34	21	
Siirt	18	3	14	
Sinop	23	6	3	
Sivas	111	27	11	
Sanliurfa	127	31	5	
Sirnak	22	5	0	
Tekirdağ	42	11	13	
Tokat	60	25	13	
Trabzon	68	28	12	

Tunceli	14	5	1
Usak	28	12	2
Van	78	8	9
Yalova	15	2	4
Yozgat	26	3	17
Zonguldak	32	8	213
Total	6.079	1.7	1.549

Source: ISKUR Statistics, 2010

Years	Application			Placement								
	Male	Female	Total	Total			Public			Private		
				Male	Female	Total	Male	Female	Total	Male	Female	Total
2004	15.141	210	15.351	5.542	106	5.648	438	3	441	5.104	103	5.207
2005	8.654	163	8.817	6.574	120	6.694	632	6	638	5.942	114	6.056
2006	7.670	128	7.798	6.336	118	6.454	301	4	305	6.035	114	6.149
2007	7.157	113	7.270	5.106	98	5.204	288	2	290	4.818	96	4.914
2008	6.483	120	6.603	2.440	41	2.481	189	2	191	2.251	39	2.290
2009	2.231	44	2.275	328	4	332	328	4	332	-	-	-
2010	1.435	23	1.458	222	1	223	222	1	223	-	-	-
Total	210.357	2.929	236.753	99.298	1.475	111.127	24.946	184	32.517	74.352	1.291	78.610

Table 81: Activities Concerning People who are convicts or ex-prisoners, 2004-2010

Table 82: Employment Services for ex-convicts, 2005 (by growth centres)

Provinces	Applications			Placements						Those waiting their turns by the end of the year			
				Total			Public		Private				
	Male	Female	Total	Male	Female	Total	Male	Female	Male	Female	Total		
Batman	46	1	47	6	0	6	0	0	6	0	141	1	142
Diyarbakir	90	2	92	11	1	12	0	0	11	1	500	5	505

Elazığ	65	0	65	46	0	46	8	0	38	0	461	3	464
Erzurum	74	0	74	25	0	25	5	0	20	0	330	0	330
Gaziantep	173	1	174	215	1	216	0	0	215	1	593	1	594
Kars	14	0	14	11	0	11	1	0	10	0	139	0	139
Kastamonu	32	1	33	16	1	17	7	1	9	0	152	8	160
Kayseri	137	2	139	132	0	132	5	0	127	0	478	12	490
K.Maraş	114	2	116	120	3	123	2	0	118	3	234	2	236
Malatya	82	5	87	60	2	62	3	0	57	2	484	8	492
Samsun	163	5	168	76	2	78	21	0	55	2	664	8	672
Sivas	82	2	84	23	1	24	0	0	23	1	214	2	216
Ş.Urfa	165	0	165	79	0	79	14	0	65	0	387	0	387
Trabzon	153	1	154	63	0	63	38	0	25	0	271	5	276
Van	64	2	66	11	0	11	6	0	5	0	267	3	270
TOTAL	1.454	24	1.478	894	11	905	110	1	784	10	5.315	58	5.373

Source: ISKUR Statistics

By the end of December 2005, 1.844 of the convicts are non-educated, 2.499 literate, 31.129 graduated from primary school, 8.531 graduated from secondary school, 6.995 graduated from high school, 334 attending Open University or higher education, 1.057 graduated from university and the number of convicts released on probation is 4.936. Existing data does not correctly reflect the labour market situation of all people with disabilities, but only the situation of those who are registered to ISKUR.

Vocational courses are organized in punishment enforcement institutions in order to enable ex-prisoners to learn a vocation to make their livings after the release. 20,650 prisoners and convicts, of whom 1,299 were women, have attended these courses. 11.138 of these prisoners and convicts, 602 of whom were women, have completed the courses successfully and were entitled to get a certificate. (Some of the courses were completed in the first months of 2006, so that the number of prisoners and convicts who got certificates from these courses is not included in total).

Ex-prisoners face the risk of exclusion after the release. They are hardly adapted to the social structure that they participate again after a long period. The main challenges they face are that ex-prisoners released from prison do not have vocational qualifications, the society does not take it into consideration as a social responsibility, and economic inadequacy of ex-prisoner cannot be eliminated rapidly, prejudices and discriminative treatments in workplaces. In order to minimize the ex-prisoners' risk of committing crimes again and to enable their social inclusion, studies should be carried out on their re-entrance to the labour market by eliminating the obstacles they are facing is gaining great importance.

Table 83: Vacancy Situation of disabled and ex-convicts

	February 2012			March 2012			Rate of Change
	public	private	total	public	private	total	
Disabled	1.201	20.808	22.009	1.232	23.526	24.758	12,49
Ex-convicts	1.558	0	1.558	1.721	0	1.721	10,46

According to the table above, vacancy situation of the disabled is 24.758 and for ex-convicts it is 1.721 for March 2012. For both of the groups, rate of change has increased when compared with February 2012. Ex-convicts vacancy for the private sector is zero since to employ ex-convicts for the private sector is not obligatory in Turkish legal system.

Table 84: Registered Disabled, Ex-convicts and Terror victims

	February 2012			March 2012			Rate of Change
	male	female	total	male	female	total	
Disabled	74.634	27.542	102.176	75.276	27.690	102.966	0,77
Ex-convicts	12.414	220	12.634	12.600	230	12.830	1,55
Terror –victims	45	3	48	41	2	43	-10,42

According to Table 84, rate of change on the basis of registration to the ISKUR database, disabled and ex-convicts rate of registration has increased whereas rate of change for the persons who are terror victims has decreased. Number of disabled persons registered to ISKUR database is 102.966 and approximately 75% of them are male whereas 25% of them are female. However, registered ex-convicts percentage of female is much lower; only 230 ex-convict women among 12.830 ex-convicts are registered to ISKUR database.

Table 85: Activities for ALMPs and Vocational Rehabilitation

Type of Course	April 2012				January-April 2012 Period			
	Number of Course	Number of Participants			Number of Course	Number of Participants		
		Male	Female	Total		Male	Female	Total
Project for Attraction Centres	0	0	0	0	0	0	0	
VOC. Training for Employees	28	189	71	260	117	1.297	255	1.552
Trainings for ex-convicts	1	19	1	20	5	64	1	65
GAP II	15	179	136	315	67	618	941	1.559
GAP II TYÇP	15	326	51	377	47	1.782	287	2.069
GAP II/Entrepreneurship	4	63	37	100	4	63	37	100
GAP II/UMEM	9	89	26	115	23	287	81	368
GAP II/UMEM-IEP	4	13	23	36	21	158	143	301
Entrepreneurship	61	893	767	1.660	169	2.257	2.116	4.373
Grant Projects	0	0	0	0	0	0	0	
Trainings for convicts	22	245	22	267	79	959	40	999
Employment oriented Courses	331	2.884	4.064	6.948	948	8.358	12.413	20.771
Employment oriented Courses/GENERAL	148	375	2.405	2.780	520	2.934	7.797	10.731
Unemployment insurance trainings	0	0	0	0	0	0	0	
Setting up own job trainings	0	0	0	0	0	0	0	

Workforce Trainings	984	13.032	2.202	15.234	1.703	25.884	7.909	33.793
Unemployment insurance/changing job	0	0	0	0	0	0	0	0
Unemployment insurance/getting a profession	0	0	0	0	0	0	0	0
Unemployment insurance/career development	0	0	0	0	0	0	0	0
ÖSDP Consultation	0	0	0	0	0	0	0	0
ÖSDP Training	0	0	0	0	0	0	0	0
ÖSDP PEE	0	0	0	0	0	0	0	0
ÖSDP Public Work	0	0	0	0	0	0	0	0
Unemployed people due to privatization	0	0	0	0	0	0	0	0
Courses for Disabled	39	266	138	404	130	796	493	1.289
SETIP	0	0	0	0	0	0	0	0
Internship	210	177	271	448	846	786	1.063	1.849
UMEM PROJECT	220	2.044	1.280	3.324	676	6.934	3.576	10.510
UMEM PROJECT/IEP	236	635	169	804	892	2.406	1.183	3.589
TOTAL	2.327	21.429	11.663	33.092	6.247	55.583	38.335	93.918

According to the table 85, courses given by ISKUR are mostly on the workforce trainings. UMEM project trainings are the second and internship activities provided by ISKUR are the third for April 2012. However, for the period of January-April 2012, employment-oriented courses have been organized mostly after workforce trainings. Between this period totally 93.918 persons have got trainings on various subjects and 59% of participants are male and 41% of them are female.

2.1.1.3.3 Internally Displaced Persons (IDPs)

In accordance with the generally recognized definition of United Nations (UN) in the scope of International Humanitarian Law; Internally Displaced Persons (IDPs) are defined as “*persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border*”.

During the 1980s and 1990s, people living in the Eastern and South Eastern Anatolia regions in dispersed village/hamlet settlements were displaced as a result of security problems stemming mainly from terrorism and lack of security as well as economic reasons, earthquakes and natural disasters.

According to the Ministry of Interior, the number of IDPs in the cities of Eastern and South Eastern Anatolia Regions is 386.360.

Although Turkish Ministry of Foreign Affairs, estimates the number of IDPs as to be between 953.680 and 1.201.200, the survey estimates the number of IDPs as to be between 728.000 and 946.000. Additionally, the government adopted the Law No. 5233 on Compensation of Losses Resulting from Terrorist Acts and Measures Taken Against Terrorism (27 July 2004). By this Law, the Government of Turkey has undertaken considerable efforts to guarantee access to financial and other forms of support such as rehabilitation programs for IDPs.

According to statistics of Governorships of 14 provinces in Eastern and South Eastern Anatolia Regions, the number of IDPs is 386.360 as of February 2008.

The Turkish Migration and Internally Displaced Population Survey (TGYONA) was carried out by the Hacettepe University Institute of Population Studies, between December 2004 and June 2006 under the coordination of the State Planning Organization in order to estimate the numerical size of internally displaced persons originated from East and Southeast Anatolia Regions in the last twenty years, and to determine their socio-economic characteristics before and after migration, and reasons for migration and their expectations. The survey estimated the number of IDPs as to be between 728 thousand and 946 thousand.

In general, the problems for the IDPs are the obstacles for return, limited integration into the host society, and inadequate access to housing and access to employment.

The most urgent problems of the IDPs after migration are decent housing and employment. The rate of home ownership decreased from 89.2% to 24.2% as a result of migration. Half of the migrants from rural areas have found permanent housing right after the migration, while in one quarter of migration this took more than 6 months. One fourth of the IDPs still do not have permanent residence.

When the duration for IDPs to find a job is examined, it is seen that this rate is higher for men and for those who migrate to urban areas. Before migration, IDPs were working as unpaid family workers or self-employed in the agricultural sector without sufficient income. As regards to employment of women, the results of the TGYONA show that women mainly working as self-employed or unpaid family worker in the agricultural sector before migration are mostly becoming unemployed when they migrate from their hometown. While the registered employment is increased, employment seems to be deteriorated on average for both men and women. When the changes in employment and welfare are assessed in accordance with the findings of the study, it is observed that the migration increases the gap in employment of both men and women, while it also causes poverty in the households. This gap is mainly stemming from their inadequate skills which are not meeting the demands of the labour market in urban areas particularly for those coming from agricultural sector. Therefore, it is important to take some measures as providing new skills, vocational education in relation with the demands in services and industry sectors in order to increase their employability.

Although there are some improvements in the education opportunities of IDP children, the incidence of child labour has also increased due to persistent poverty. As regards to health, the number of people benefiting from health services has increased. On the other hand, the displacement has brought positive changes in terms of education of the children and access to health services. The results of TGYONA reveal that the migration process has positively affected the education of IDP children exactly in half of the migrations. As regards to health, the number of people (both men and women) benefiting from health services has increased significantly. The rate of women benefiting from health services increased from 5.5% to 69.1% while the rate of men increased from 9.3% to 65.1%. This change stems mainly from Green Card applications (three IDPs out of four have health access via the Green Card). However, the figures reveal the fact that the IDPs have lower access to education and health services as compared to the rest of the urban population where they live.

As TGYONA results reveal that there is an urgent need to increase economic activities and employment opportunities through economic incentive measures. It is also necessary to determine the poorest part of IDPs for implementing benefits in cash, and micro-credit and to define the IDPs who are unwilling to return as the prioritized groups in public housing and employment.

The research has indicated the fact that the majority (55%) are willing to migrate where they come from. The obstacles for back-migration are limited job and education opportunities, lack of decent housing, lack of means to generate income for living, and problems related to security. In addition, 94% of the IDPs who have migrated back have said that their expectations have not been met. The research also shows that the living conditions in the region where the migration started have changed; the economic activities that the region is based on have been weakened, or collapsed. A big portion of IDPs who is unwilling to return say that the place that they currently live have better and positive conditions in terms of decent job, high living conditions, better education opportunities, social and cultural activities.

The Return to Village and Rehabilitation Project (KDRP), designed especially for IDP's, is being implemented in 14 above mentioned provinces where the migration as a result of terrorism was most. In the provinces where the project is implemented, 151.469 people returned to their villages as of August 2007.

KDRP aims at providing housing either around their villages or in other suitable lands, establishing the necessary social and economic infrastructure and providing sustainable living conditions in these settlements. By 2007, within the scope of this aim, several assistances for infrastructure as construction equipment, housing, road, drinking water, sewer system, electricity; assistances for reparation of schools and village clinics; and also some other assistances for food, clothing, coal, animal and agricultural products. On the other hand, there were trainings in vocational training courses. The governorships had started to work on projects which would generally include guidance, consultation and rehabilitation activities and planned to be launched in particular in 2008. These activities shall be improved, disseminated and access of the IDPs shall be ensured. Moreover, mechanisms for ensuring that the people benefited from these services could participate in the labour force and find a decent job.

The government launched a comprehensive programme in Van Province to address rural and urban situations of displacement and it was planned to draw up provincial action plans for 13 provinces in addition to Van affected by displacement, based on the Van pilot plan with a substantial support of the local NGOs. These provincial action plans are intended to form the basis of a comprehensive national response. However just a few conferences were held in Batman and Siirt provinces.

The Turkish Economic and Social Studies Foundation (TESEV) evaluated the results of the first Action Plan held in Van. In this evaluation, the most significant reasons of displacement are stated as discharge of villages (66%) and terror/violence (38%). Moreover, 52.7% of the participants never returned to their villages, but 57.3% of them want to return their villages. On the other hand, the unemployment situation is too severe that only 7% of those people have a regular work, but most of them (91.2%) have at least social security through green card. The settlement conditions of them are too poor that 79.5% of them have even no sewerage system in their living areas.

2.1.1.3.3.4 People who are in poverty or at risk of poverty, including those living in "gecekondu" areas

Turkey is experiencing a movement of migration to urban areas, which has started in 1950s, and has become gradually more evident within the last two decades. The lack or insufficient housing supply caused people with low incomes to build shanty houses named "gecekondu". These kinds

of settlement areas are mostly out-of-plan, illegal, and not supported by engineering and social services.

TEPAV's report titled "Yoksullukla Mücadelede Sosyal Güvenlik, Sosyal Yardım Mekanizmaları ve İş Gücü Politikaları" prepared by Şener (2010) contains some valuable analysis in this regard. It is stated that as another important dimension of the issue of employment and labour relations, unregistered employment is another phenomenon having close relationship with urban poverty in Turkey; lack of social security and poverty are closely related to each other (p. 10- 11).

In Turkey, institutionalized social assistance mechanisms have come into agenda lately. Migration has taken place in a form that made it possible to continue the ties with the "village"; existence of support mechanisms provided by these ties and "gecekondu" areas that people from the same village are some of the factors leading to this. By the decrease in or disappearance of these mechanisms and the inability of the labour market to absorb the migrant labour force ("army of unemployed concentrated in the urban space"), poverty has become more visible. Although rural poverty rate is higher than urban poverty, the fact that survival strategies can be utilized easier in the rural space causes a situation that rural and urban poverty are perceived differently.

Although there is no official definition or data for *gecekondu*; different researches and studies on *gecekondu* have been carried out at the academic level. According to the study on "Gecekondu Problem in Turkey"⁸³, it is estimated that the number of *gecekondu* houses has increased from 50.000 in 1955 to 240.000 in 1960s, 600.000 in 1970s, 1 million in 1980s and around 2.5 million in 2000s. 30 % of the urban population, in other words around 12 million people, is estimated to be living in *gecekondu* areas.⁸⁴ The lack of official data on housing, particularly on unlicensed construction and *gecekondu* houses, makes the policy making difficult.

Being included in the migrating population in the city does not lead to the integration of this population to the city culturally and socially, in other words, to urbanizing process. These problems are more intense in some regions (East and South-eastern Anatolia) and in *gecekondu* regions in big cities. It is observed that urgent housing shortage and consequently housing need⁸⁵ is concentrated in the East and Southeast Anatolia Regions.

Table 86: Distribution of non-institutional population by equalized household disposable median income groups and problems with the dwelling and environment, 2010

Problems with the Dwelling	TOTAL	Below 60% of median income	Between 60% and 120% of median income	Above 120% of median income
Non-institutional population (in Thousand)	71 343	16 963	26 713	27 667

⁸³ Keleş Ruşen, Gecekondu Problem in Turkey, December, 2003.

⁸⁴ Prime Ministry Administration on Family and Social Research, Ankara, 1998.

⁸⁵ Housing need in Turkey *does not indicate homelessness* but determines that quality of the existing housing units is far from being adequate.

Tenure Status (%)				
Owner	60.0	58.8	55.0	65.5
Tenant	22.1	23.2	24.6	18.8
Lodging	1.2	0.2	1.2	1.8
Other	16.8	17.8	19.2	13.9

Source: TURKSTAT, Income and Living Conditions Survey, 2006-2010

According to 2000 Census, there are nearly 15 million households in Turkey. 68% of them are home-owners, 2% are lodging and 24% are tenants. Toilets are inside in 82.8% and outside in 16% of the houses whereas 1.1% of the houses have no toilet. In 10.9% of those houses, there is no piped water inside. 40.7% of the houses have 4 rooms and 1.6% of them have only one room.

Turkey Demographic and Health Survey (TNSA), 2008, cover data about the household characteristics. In nearly half of rural households, the source is piped water is a river, stream or other surface water. While 95% of the urban households have flush toilets, only 41% of the rural households have flush toilets.

According to 2005 Population Projections of TURKSTAT, the annual urbanization rate of Turkey is 2.3%, and the estimated annual housing need in Turkey is approximately 600 thousands – only 150-200 thousands of which are constructed in compliance with the requirements stated in the legislation and the remaining part is supposed to be met by “*gecekondu*”s/illegal constructions. The total housing need is estimated as 2.5 million. In 2003, 97% of the housing supply was met by private sector and 3% by public sector. This tendency has been changing as Housing Development Administration (TOKİ) takes the lead through city transformation or *gecekondu* transformation projects.

Dissolution of agriculture has implications on the employment relations and work organization and has both direct and indirect effects on the economic and social relations. Most of the people migrating from rural areas live in *gecekondu* regions in the urban areas. As these people were working as agricultural workers in rural areas, their skills are inadequate for the demands in the labour market in urban areas particularly for industry and services sectors. This results in unemployment, precarious work, risk of poverty and some difficulties in access to education, social protection services. Among these, child labour turns out to be an important challenge stemming from especially low income levels in the households in urban areas. All the researches and studies conducted indicate that poverty is the main reason of child labour especially in the urban areas where children work in industry, commerce and service sectors, and in streets mainly as a result of migration. Factors such as insufficient income, economic difficulties and unemployment make families to direct their children to work. Number of working children decreases as the household income increases. This clearly shows the linkage between child labour and poverty and puts for the need for eliminating child labour especially via supporting actions aiming at combating child labour, decreasing the number of working children, increasing employment and also income level among parents.

Regarding housing for people with disabilities, TOKİ sets up some special quotas in some housing projects. These quotas include exemption of people with disabilities from drawing of lots. In addition, TOKİ provides some special physical settings and environment. However, there is no national housing policy that also includes housing needs of the people with disabilities.

Although there is no reliable data about the number of homeless people, their number is not considered to be high because of strong family relations. The existence of homeless people, on the other hand, is getting more visible in big cities among persons with no relatives as a result of increased poverty. Services of local administrations for the homeless are neither continuous nor standard. Although homeless is not considered to have the priority among the disadvantaged persons, lack of data and studies limits the chance to evaluate their conditions.

2.1.1.3.3.5. Roma Citizens

Vulnerable persons referred to in the MIPD as Roma citizens may be at a disadvantage in terms of access to formal employment, education, housing and social security. They face problems related to inadequate conditions of living, low level of education, early marriages, irregular temporary employment and segregated patterns of living.

There are no official figures of their population. They live mostly in Western Anatolia and Thrace Regions, especially in Edirne, Kırklareli, Ankara, İstanbul, İzmir, Düzce and İzmit, but also in the cities of Zonguldak, Kahramanmaraş, Diyarbakir and Adana. They have either been settled in cities or live as travellers by continuing their traveller traditions and live in warmer areas in winter and suburbs of cities in summer.

From a legislative point of view, every kind of discrimination is forbidden by the Turkish Constitution and is heavily punished by laws. Turkish constitutional system grounds on the principle of equality before laws. Discriminatory expressions that had existed in legislation and dictionaries have been started to be eliminated since 2004. In this context, offending terms have started to be taken out from all kinds of documents.⁸⁶

However, although increasingly integrated within the communities they live in, they continue to face problems related to inadequate conditions of living, housing, low level of education, early marriages and irregular temporary employment. Unemployment, poverty, illiteracy and lack of social security, in parallel with difficulties in living conditions, are among the most crucial problems, especially of those living in big cities. They share many of these problems with other people living in *gecekondu* areas.

Prejudices limit the opportunities of employment open to the members of this group and cause the latter settle in marginal economic activities. They hold temporary, irregular jobs with no social security or are engaged in occupations such as flower-selling, basket-weaving, garbage collection and making music. Very few have formal, registered employment. Irregular employment implies lack of access to health security coverage.

Their literacy rates are also very low and their children have difficulty in accessing basic education as some cannot afford the economic requirements of education adequately due to economic deprivation and poverty. In addition, adults often are less than enthusiastic about their children's schooling both because they have little faith in upward mobility through education and because their own marginalized existence allow little room for parental supervision and discipline.

⁸⁶For instance, Law of Settlement has been amended to eliminate "nomadic gypsies" as among those who will not be admitted to Turkey as migrants.

Several associations, researchers and civil society associations are active and address the problems specific to this particular group. Further research will help to better understand their situation including size of population and will help better tailor measures addressed to them. For example, attention starts being paid to support the education of their children. For this reason, education and then employment will be the main focus for the integration into the society of vulnerable persons, referred to in the MIPD as Roma citizens.

Recently, some initiatives have been started for the Roma citizens in the context of democratic initiative by the government but yet there is not any official policy document that contributes to the social inclusion of Roma citizens in Turkey. On December 2009 first Roman workshop has been organised in the scope of “Roman Initiative” with the participation of 120 representatives from various Roman associations in order to convey the problems of Roma citizens to the government.

2.1.1.3.3.6. Parents of working children and the children in need of special protection

HRD OP has targeted the group of “parents of working children” between the period 2007- 2011. The main reason for supporting the activities targeting at this group is that income generated by the parents has direct effects on the total welfare of the child, which is generally conceptualized within the framework of “child poverty”. However, it shall be noted that “child poverty” is different from adult or household poverty. According to Laeken Indicators for 2004, while the average risk of poverty is 26%, poverty risk of 0-15 age group is 36%. So, household income shall not be taken as the direct determinant of child poverty; child’s share of income taken from the household income is the main indicator and it is highly dependent on the number of children in the family, parents’ education level and approach towards the children’s expenses, employment status of the parents, access to services, even healthy food and hygienic water, are among the most outstanding factors affecting the welfare of a child.

This fact creates the situation that generating an increase in the household income through supporting the parents may not result in a parallel improvement in the overall welfare of the situation and while the household is not regarded as “poor” statistically, the child/ children of that particular family may be poor. So, there is not direct a correlation between household income and child’s income which means that children are in need of further measures; children are in need of *direct* support.

Generally, household’s response to low income and poverty is shaped as “child labour”; children are working in urban areas, children work in industry, commerce and service sectors. Migration is one of the main boosters of child labour in the urban areas, which mainly takes the form of “working on the streets”. Also, in rural areas, children work generally as agricultural workers or unpaid family workers, which constitute a major obstacle on children’s enrolment in schools.

Table 87: Basic indicators of the child labour force (thousand)

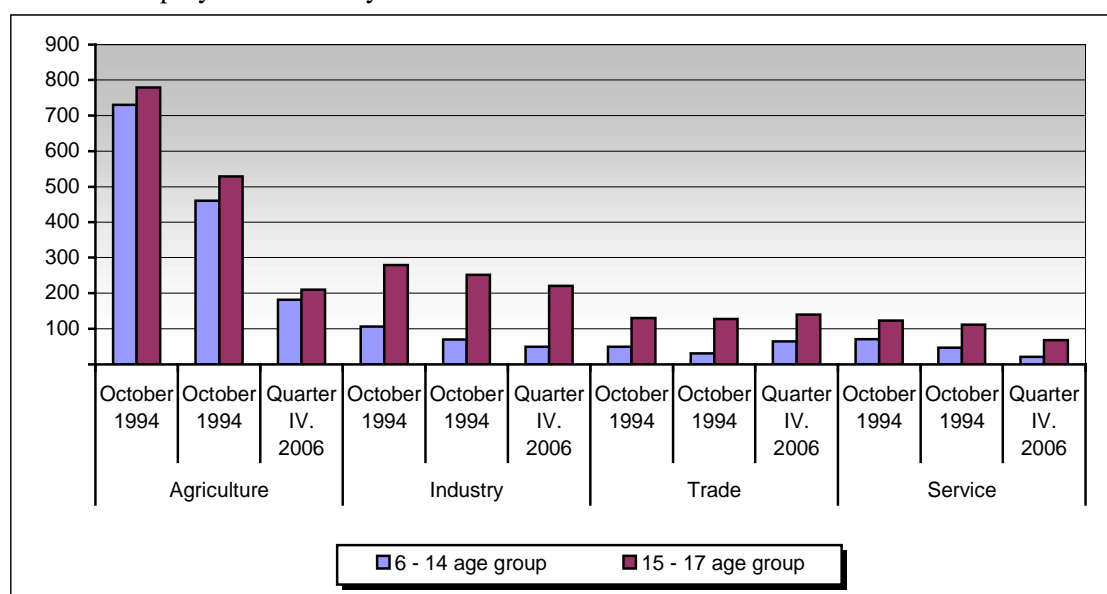
	October 1994	October 1999	2006 October-November- December
Non-institutional civilian population	59.736	65.422	72.957
Population between 0-5 age group	8.469	7.930	8.479
Population between 6-17 age group	14.968	15.821	16.264
Employed (6 years old and over)	20.984	22.124	22.963
Employed (6-17 age group)	2.269	1.630	958
The ratio of employment (6-17 age group)	15.2	10.3	5.9
Urban	611	478	457
Rural	1.659	1.151	502
Male	1.372	955	632
Female	898	975	326
Agriculture	1.510	990	392
Non-agriculture	759	640	566
Regular or casual employee	648	617	513
Self employed or employer	52	28	26
Unpaid family worker	1.570	985	420

Source: TURKSTAT, Child Labour Survey, 2006

According to the latest survey on child labour carried out by TURKSTAT with the support of ILO in 2006, approximately 16 million children are aged 6-17. By 2006, 47.7% of these children are working in urban areas, while 52.3% of them are working in rural areas. 66% of working children are boys and 34% of them are girls. 31.5% of them are still attending to school while 68.5% of them are out of education. 58.8% of children who did not attend school were girls.

According to the same survey, 392 thousand of employed children engaged agricultural sector. 40.9% (392 thousand) of employed children engaged in agricultural sector and 59.1% (566 thousand) of those in non-agricultural sector. 53% of total employed children worked as regular or casual employee, 2.7% as self-employed or employer and 43.8% as unpaid family worker.

Table 88: Employed children by sector



Source: TURKSTAT, Child Labour Survey, 2006

Although statistical data and figures indicate to a decrease in the number of working children, nature and depth of child poverty are undergoing a transformation. It is not about only the statistical data or decreasing rates, but it is an issue having further implications on the physical and psychological situation of the children. Importantly, their educational life is adversely affected. Also, they are exposed to dangers and face to face with the risk of committing a crime.

Researches reveal that children committed crime are mostly children of families with 3 or more children, with income equivalent to the minimum wage or less, with no social security, with unemployed parents, illiterate families and migrant families. In general, they are not able to continue their education and mostly live in *gecekondu* areas. These are mainly related to urban area and necessitate a new approach within the context of HRD OP through the children living in poor segments of cities, under institutional care, committed crime and under the risk of committing a crime again, living in a crowded families etc.

Poverty, inequalities, lack of access to social rights and citizenship rights are some of the major problems that a children growing up in a poor family can come face to face with. It can be easily understood how “working on the street” gives harm to the child from many aspects; for example physical and psychological well- being. Children remain far from formal education, cannot be nourished well, cannot establish a healthy contact with their families, friends, and teachers –in case of going to school-, state officials and ant the society in the broader sense. It is hard to determine the exact number of children working on the streets, however it is obvious that this is one of the “worst forms of child labour” and shall be eliminated with preventive and corrective mechanisms.

Due to the nature of the organization of work and the nature of the work itself, exact number of children working on the streets is not known, however it is clear that today a considerable number of children are working on the streets doing some form of work which does not necessitate skills, capital and knowledge at all. The “labour relations” regulating the work done on the streets by the children are, to a great extent, determined by complex structures, procedures and processes among which age, gender, ethnic origin, household size, occupation and awareness level of the parents and expectance from education are highly determinative. The works that the children do are simple works that do not necessitate any skills. Also, they do not necessitate a considerable amount of capital. A child may start with selling handkerchiefs, water or cleaning the windows of cars at the lights and as they gain relatively more money they become able to compensate for the capital that some “sectors” such as polishing shoes or selling *simit* and shift to those works.

The sectors that they work are varying from selling *simit*, desert, meatball, handkerchief, collecting and selling wooden boxes, weighing people with bathroom scale, selling water, cleaning the windows of cars, collecting and selling recyclable materials, etc. One of the most outstanding characteristics of the work they do is the easy transition between sectors. Sectoral transition level is high because of the nature of work and the similarities between the works; it is often enough for a child to know one of the above- mentioned works to enter to a new sector because it does not necessitate any skill. So, increasing the skills of children through education would contribute to their status on the labour market in longer term; a child enrolled to school as it shall be would gain the necessary skills and have a good position in the labour market.

2.1.1.3.4. Institutional Capacity

The services and policies for disadvantaged persons are regulated by different legislation to be implemented via several institutions mostly organised at national and local level. Services and institutions for disadvantaged persons in particular those facing poverty or at risk of poverty vary according to needs of these people and needs at national, regional and local level. Following the establishment of Ministry of Family and Social Policies, this situation has changed and different institutions have merged as the service units under the Ministry in question.

The public institutions are providing services for disadvantaged persons in order to promote their inclusion via facilitating their access to education and training, rehabilitation and care services, social services and social assistances. In addition to public institutions, local authorities in particular governors and municipalities, universities, NGOs and international organisations such as European Commission, ILO, UNICEF, UNDP are carrying out several activities and projects aiming at promoting social inclusion of the disadvantaged persons.

In terms of service providers; common problems are limited scope of the services, inadequate policy making capacities and lack of coordination between institutions, policies and practices. On the other hand, the target groups are identified differently by each institution according to their policies and legislation. As there is no common definition and no common objective criteria for benefiting from these services, several problems occur in the implementation phase.

As regards employment, the Ministry of Labour and Social Security (MoLSS) is the main institution for designing employment policy and programs at national, regional and sectoral levels; monitoring changes in the labour market; defining necessary measures to increase employment and the productivity of labour. According to the Law 667, MoLSS local offices have been hand-off.

The Turkish Employment Agency (ISKUR), an affiliated institution of MoLSS, is in charge of assisting establishment of national employment policy, protection and development of employment, decreasing unemployment, managing unemployment insurance system, collecting, analysing and reporting labour market data at national and regional levels, coordinating Labour Market Information and Consultation Board, making needs analyses of labour in order to define the demand for and supply of labour, making work and occupation analyses, guiding in job-selection, applying adaptation and vocational training programs to increase employability of labour force and preparing in-training courses for the employed. It provides these services mostly for the disadvantaged persons such as unemployed, women, people with disabilities, ex-convicts. ISKUR has provincial directorates in every province at local level and has in total 3189 staff, 2655 of whom are working at local level and 534 of whom are working at central level.

On 2 April 2012, 2817 Job and Vocational Counsellors have been assigned to conduct the related activities in the İŞKUR Provincial Directorates/Service Points. The counsellors will help, *inter alia*, the people who are at the stage of selecting a job, the long-term unemployed, the unemployed taking unemployment benefit, young people to start to vocational education, the people desiring to change their jobs. Through this kind of a service, it is aimed that for each and every unemployed registered to İŞKUR, there is a Job and Vocational Counsellor so that the unemployed would be directed towards the most suitable job in the shortest time. It would also help the disadvantaged persons to be monitored more closely and treated by professional people in line with their special situation, skills and needs in order to ensure they would be integrated to labour market and find the most appropriate job.

The institutional framework of social services system has been revised by the Decree-Law numbered 633 published on official journal dated 08.06.2011. There are 4 General Directorates responsible from social services within the Ministry of Family and Social Policy. These institutions are as follows:

- DG for Family and Social Services
- DG for Child Services
- DG for the People with Disabilities and Elderly
- DG for Women Status

DG for Family and Social Services which is very new institution replaced the DG for Family and Social Research and also the department for Elderly Care Services are responsible from protection of the family and its values; definition, implementation and monitoring of the policies and strategies for the families: determination of the factors that threatens the family; awareness raising activities and projects to resolve the problems; definition of the reasons of the domestic violence, harassment and honour killings and in order to resolve these problems, preparation and implementation of programmes for supporting families, resolving the problems within the family arising from bad habits and addicts through research, preparation and implementation of programmes, preparation and implementation of the programmes with the coordination of the various public bodies for the financial situation of the families: studying the impact of the demographic changes for the family.

DG for Child Services was previously designed under SHÇEK is now re-regulated under the Ministry of Family and Social Policy. The responsibilities of the DG are; implementing and coordinating of the activities of the Ministry for protecting, guiding and counselling and rehabilitating of the children: defining and monitoring and assessing the social services provided to the children by all kinds of institutions: establishing the preventive mechanisms for all children to protect from poor care and harassment, providing protection and special care for the children who should not live with their families, employment of the vulnerable children under the legislation provided: coordinating services for the adoptive and protective family: raising awareness through activities and projects in order to increase social sensitivity for the protection of the vulnerable children.

DG for People with Disabilities and Elderly Care Services was also replaced two institutions which were Administration for the People with Disabilities and the department of people with disabilities within SHÇEK. Its functions are designed as carrying out and coordinate the social service activities of the ministry on protection, prevention, training, improvement, guidance and rehabilitation related to people with disabilities and elderly; coordinating studies on determination of national policies and strategies related to prevention of disability, training, employment, rehabilitation, participation to social life by benefiting human rights without being subject to discrimination and other issues for people with disabilities; implement, monitor and assess the implementation of determined policies and strategies; analysing the problems and possible solutions for people with disabilities; making studies and researches on issues related to people with disabilities, preparing and implementing projects, carrying out tasks on identity cards for people with disabilities prepared only for rights of people with disabilities and benefiting from services provided, coordinating studies on determination of national policies and strategies related to social services provided for elderly; implementing, monitoring and assessing the implementation of determined policies and strategies, developing social service models provided for elderly, establishing necessary mechanisms for providing social supports to elderly and people

with disabilities who are in need of care to ensure them carry their lives without separating them from their homes or social environments; standardizing the existing mechanisms, establishing mechanisms for follow up and audit the practices.

DG for Women Status also replaced previous DG for Women Status organized under the Prime Ministry. Responsibilities of the DG are as follows: carrying out and coordinating the social service activities of the ministry on protection, prevention, improvement, guidance and rehabilitation related to women, coordinating studies on determination of national policies and strategies related to avoid discrimination against women, protect and enhance human rights for women and status in the society, ensuring women are effective in all areas of social life; implement, monitor and assess the implementation of determined policies and strategies: carrying out activities and projects in order to avoid all forms of discrimination against women and enhancing human rights for women and support studies in this field: improving social awareness by informing public on human rights of women: carrying out studies on prevention of all forms of violence, harassment and abuse to women, supporting for solution of problems of women based on their family and social life: carrying out studies on increasing participation to decision taking mechanisms and ensuring progress for women in all areas especially health, education, culture, employment and social security.

As these Directorate Generals have just been established, they are now in the process of defining their strategic plans for the coming years.

2.1.1.3.5. Key Points of Social & Economic Analysis

Findings derived from the socio-economic situation analysis in the previous sections are as follows:

Employment

- Limited job creation capacity of the economy despite high growth rates
- Low labour force participation rate particularly for women formerly employed in agriculture
- Low employment rate particularly for women
- High disparities in labour force participation between cities and rural areas
- High unemployment rate particularly for women in urban areas
- High unemployment rate of young particularly for young with higher educational attainment
- Unemployment caused by agricultural dissolution
- High rate of unregistered employment particularly for the agriculture sector
- Low educational attainment of the labour force
- Inadequate institutional capacities of public service providers, especially in local level
- Prevalence of precarious work

Education

- Highly centralized structure of the education system
- Insufficient career guidance services and difficulties in horizontal and vertical transitions
- Weak connection between labour market and education system
- High regional disparities in enrolment rates
- Increasing, but still low pre-primary enrolment rate

- Increasing, but still low enrolment rate of girls particularly in secondary education
- High dropout rates particularly for girls
- Increasing, but still low enrolment rate in vocational secondary education
- Low quality of education in primary, secondary and post-secondary level
- Imbalances between supply and demand for higher education
- Fragmented structure of non-formal education
- Lack of LLL policy implementations
- Lack of utilization of ICT opportunities

Social Inclusion

- Inadequate social services and social assistances for the disadvantaged
- Fragmented structure of social protection
- Strong need for coordination among institutions
- Lack of holistic approach for combating poverty
- Inadequate housing for poor people living in *gecekond* areas
- Limited coverage of the social security system
- Low employment and labour force participation rate of disadvantaged persons
- High rate of poverty among working people (“the working poor”)
- Lack of decent job opportunities, prevalence of precarious work
- Prevalence of child labour and child poverty

In the light of these findings, the assessment of the existing situation defined the intervention areas for Human Resources Development. In line with the MIPD and SCF, analysis focused on three intervention areas, namely;

- employment
- education and training
- social inclusion.

Horizontal issues which are valid for all the intervention areas and the common issues can be summarized as below:

Horizontal Issues

- Regional disparities
- Internal migration
- Lack of research and analysis on employment, education and social inclusion Lack of monitoring systems of policy implementations
- Lack of coordination between relevant public institutions
- Lack of cooperation between public and private sector
- High rate of unregistered employment

2.1.1. Medium Term Needs – Key Challenges

As a result of those assessments, a set of medium-term needs and objectives for Turkey can be identified as follows:

Horizontal issues

- Strengthening institutional capacities for designing and implementing policy actions and measures in HRD through effective participation of social partners and civil society organisations
- Reducing regional and territorial disparities
- Developing monitoring and impact analysis on policy implementation in order to ensure sustainable policy development
- Increasing the involvement of all stakeholders
- Improving the coordination and cooperation between stakeholders
- Disseminating results and gains of implementations in particular regions to the national level
- Strengthening the linkage between education and employment in an understanding of lifelong learning
- Providing decent job opportunities
- Combating with “working poverty”
- Combating with child labour and child poverty
- Combating with female poverty

Employment

- Increasing labour force participation of women
- Increasing female employment rates in line with the Lisbon Strategy
- Tackling unemployment caused by agricultural dissolution
- Decreasing unemployment rate especially for the young
- Facilitating the transition from school to work
- Decreasing the share of informal sector in the economy and employment
- Increasing registered employment
- Improving quality and extension of public employment services
- Developing and coordinating regular systematic labour market analyses
- Ensuring the match between supply and demand sides of labour market

Education

- Decreasing drop outs in primary and secondary education
- Increasing enrolment rates in pre-primary education
- Increasing enrolment rates of girls particularly in secondary education
- Increasing occupational guidance services in primary and secondary education
- Enhancing the links between the labour market and education
- Increasing quality of education particularly in VET
- Making VET system a real and attractive option for the majority of students
- Ensuring economic growth through higher competitiveness of the workforce
- Continuing the reform of education and training within a LLL strategy improving access, quality and meeting the requirements of the changing conditions of the labour market
- Ensuring a stronger linkage between labour market and the skills adopted through informal education
- Adopting and implementing a National Qualifications Framework
- Increasing number and scope of trainings to increase adaptability of employees, employers and enterprises
- Ensuring a better integration to technological advancements and economic developments
- Making the employees, employers and enterprises more competitive and innovative

- Improving the workplace- relevant skills and competences
- Promoting tools in the education system to provide easier transition through better links and pathways between different types and levels of education.

Social Inclusion

- Ensuring social cohesion for disadvantaged persons and in less developed regions
- Providing a stronger integration of disadvantaged persons into labour market, education and social services.
- Coordinating social services and social assistance with social insurance system
- Establishing linkage between social services/assistance and labour market institutions
- Ensuring coordination between institutions providing social assistance and services for the disadvantaged persons
- Creating more appropriate working environments and opportunities for the disadvantaged
- Increasing the level of awareness of society, especially the employers and the disadvantaged persons
- Improving the accessibility of disadvantaged persons to social and employment services

2.1.2. SWOT Analysis

Table 89: SWOT Analysis

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Young and dynamic population • High and sustainable growth rates • High level of economic activity • Increasing share of industry and services in employment • Former ALMP experience of ISKUR • Entrepreneurship and adaptability capability • Increasing enrolment rates at all education levels • Widespread ICT infrastructure in formal education • Widespread further education system • Increasing share of education in national budget • Existence of at least one university in each of the 12 NUTS II regions • Social solidarity and assistance culture, increasing awareness on social responsibility • Unified social security institution • Newly- restructured institutional • Increased awareness on disadvantages of unregistered employment • Experience gained through grant projects 	<ul style="list-style-type: none"> • Significant regional disparities • Limited capacity of public institutions, local administrations and NGOs on policy making and policy implementation • Low labour force participation and employment rate particularly for women • High level of unemployment particularly for young • High rate of unregistered employment • Low educational attainment of the labour force • Low enrolment rate in pre-primary and primary education • Low enrolment rate in secondary education especially for girls • Lack of adaptability to technological changes • Weak link between education and employment • Inadequate quality of education • Fragmented structure of non-formal education • Low level of public and private investments in education • Low level of ICT usage • Inefficiency in provision of/ access to social services and social assistances. • Lack of efficient coordination mechanisms for transfer of knowledge and know-how

<p>implemented since 2010</p> <ul style="list-style-type: none"> • Improved coordination between institutions • Increased importance of informally- gained skills and qualifications • Existence of a LLL strategy 	<ul style="list-style-type: none"> • Insufficient support mechanisms for R&D • Mismatch between needs of the labour market and skills of people • Insufficient career guidance and counselling services
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Demographic opportunity window • Increasing competitiveness • Information society • EU accession process • Increasing demand for qualified work force • Increasing foreign direct investments • New institutional structure • Increasing skills of the central and regional actors about project preparation and implementation 	<ul style="list-style-type: none"> • Internal migration • Dissolution of agricultural sector • Imbalance in income distribution • Brain drain • Economic and political instability risks • Global political and economic risks • Precarisation in the labour market <p>↘</p>

2.2. STRATEGIC PRIORITIES

Considering the assessment of the socio – economic analysis and the SWOT table, all problems and challenges can be concentrated on two pillars:

The first one is the key challenge of the demographic feature of the population, which is almost 72 million people as of 2005, out of which 20 million are in the age group 0-14 years. The population projections (Table 4) up to the year 2020 prognosticate that, by that time, 40 million people will be in the age group 15-44 and 10 million in the age group 45-64. This implies that almost 70 % of the population will be in the working age 15-64. The second challenge is improving the overall competitiveness of Turkey and reducing regional and territorial disparities.

While the increase of working age population represents a unique opportunity for Turkey both for its economic and social developments, provided that there is a substantial increase in human resources development through adequate investment in education and training and through effective social inclusion policies. The utilization of the demographic opportunity window will be also the key on improving the overall competitiveness of Turkey since the focus on activities will be given in less developed regions of Turkey aiming at reducing internal regional disparities and improving human resources with a greater support to Priority I Regions will contribute on external competitiveness of Turkey.

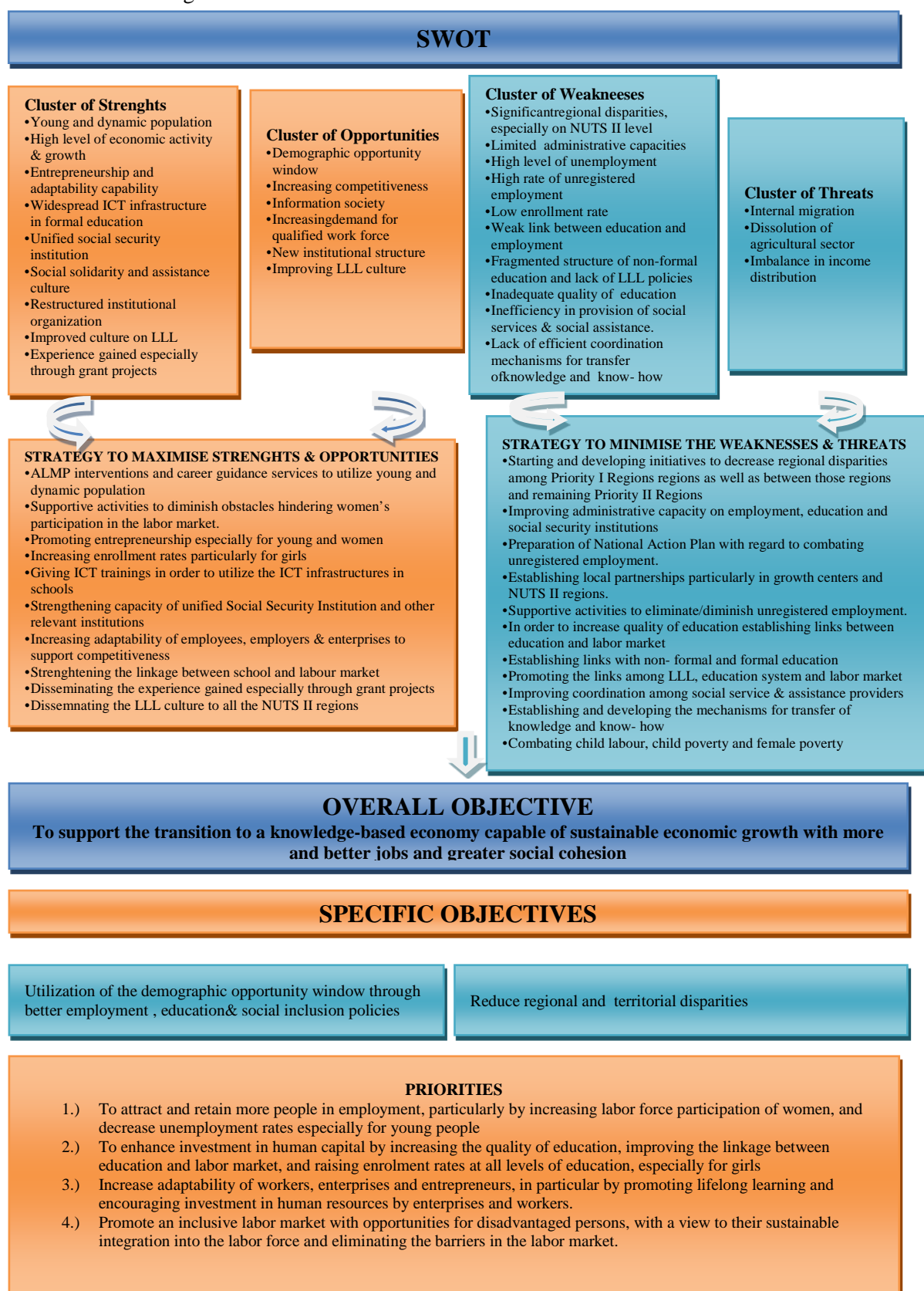
Activities related to “corporate social responsibility” conducted by various institutions, including the actors in the private sector, will be supported under HRD OP. Partnership between public and private sector will be improved, activities for starting new initiatives as well as complementing the initiative being conducted by the private sector will be supported under the HRD OP. This kind of a partnership is expected to be effective due to the nature of the activities HRD OP as well as its overall aim.

Based on the SWOT analysis, the strategies to maximise opportunities and to minimise threats have been translated into objectives (please see Table 85).

The global objective of the HRD OP is “*To support the transition to a knowledge-based economy capable of sustainable economic growth with more and better jobs and greater social cohesion*”. Under this Global Objective, the specific objectives of the HRD OP, which have been developed in the light of issues emerged from socio-economic and SWOT analysis have come out as follows:

- Take advantage of Turkey's demographic opportunity window through better employment, education and social inclusion policies
- Reduce regional and territorial disparities.

Table 90: Flow Diagram



NEW APPROACH TO THE CONCENTRATION STRATEGY OF THE HRD OP

The HRD OP identifies a global objective and a set of specific objectives addressing the diagnosis derived from the socio-economic and the SWOT analyses and accordingly a set of priorities, measures and eligible actions in compliance with the “9th Development Plan”, strategy papers (JIM, JAP, LLL), European Employment Strategy, Lisbon Strategy and the Community Guidelines, Europe 2020 Strategy as well as the strategies and objectives defined in the MIPD and the SCF documents.

In order to achieve a visible impact, all intervention areas are elaborated with their connection and contribution to employment. Thus increasing employment and employability is the cross cutting issue for all four priorities under the HRD OP.

Since job creation in the economy depends on various policies most of which are beyond the scope of the intervention proposed by means of IPA funds, measures related with labour supply will be focused throughout the HRD OP.

The strategic priorities and measures of the HRD OP have been defined according to the SWOT analysis in the framework of the EU and National Policies. In the following tables, the cascading approach can be inferred. In addition, conformity of the priorities of the HRD OP with the strategy papers as well as ESF Priorities, MIPD, SCF priorities can be observed. (See Annex 2)

The 9th National Development Plan (NDP) sets the main frame for policy making as regards “Increasing Employment” The Plan aims to

- improve labour market conditions
- establish a better linkage between education and labour market
- develop active labour market policies.

As regards “Strengthening the human capital and social solidarity”, the plan aims to

- Improve the education system
- Ensure an efficient health system
- Improve the income distribution, social inclusion and fight against poverty
- Improve the efficiency of the social security system
- Preserving culture, improving culture and strengthening social dialogue

The HRD OP is generally in line with the 9th NDP. However, due to limited sources, areas like health and preserving culture are out of the scope of the HRD OP. The strategy of the 9th NDP underlines that the competitiveness of the economy and improved human resources are mutually reinforcing. A competitive economy raises the demand for skills and knowledge while also contributing to an increase in employment and the activity rate. At the same time, the successful integration of people in the labour market and the improvement of their skills promote economic competitiveness and higher value added activities. As a result, promoting employment through investing in human capital will significantly contribute to both a more competitive economy and a better use of human resources. The strategic priorities and measures of the HRD OP are in line with this strategy of NDP as well as the priorities of the MIPD.

The objectives of the HRD OP are also in line with the objectives of the draft JAP and JIM. In this context, the HRD OP represents an important instrument in seeking to increase the overall employment rate in line with the objectives set out in the JAP as well as to decrease the 'gap' with the EU average rate. With regards to JIM, which has a more holistic approach on tackling social

inclusion issues, the HRD OP is more focused on coordination among social service and assistance providers in system level, and employment and employability in the sense of target groups.

Addressing regional labour market disparities is a prerequisite to ensure a more balanced regional development as well as promoting a better use of human resources at regional and local level. In addition, improving access to education and social services in less developed regions will also contribute to a reduction in regional disparities.

In line with these strategic aims, majority (at least 50%) of the financial resources will be allocated to the Priority I Regions. However since it is crucial to disseminate the experience gained through the implementation in the previous period, share of the national level and the other Priority II Regions will be increased to up to 20% and up to 35% respectively. The Priority II regions will have the opportunity to be involved directly in the activities and the potential of those regions especially in terms of providing a suitable environment for innovative methods in production and employment will be benefited from. Convergence and partnership between the regions will be strengthened, new approaches and practices will be transferred between regions. Importantly, absorption capacity will be increased through using the resources in a wider geographical area, which is critical for the smooth flow and utilization of funds under IPA IV.

For combating with all the challenges and reaching the aims under employment, education and social inclusion throughout Turkey, all the NUTS II regions are covered by the HRD OP on the basis of the rationale stated in the new approach to geographic concentration. Experience gained especially through the grant projects is aimed to be disseminated to the Priority II Regions with a greater share of financial allocation. This approach is relevant for all the priority axes and measures. Within this context; target groups, activities and indicators have been revised in accordance with the new approach.

3. HUMAN RESOURCES DEVELOPMENT OPERATIONAL PROGRAMME **STRATEGY OF TURKEY**

3.1 PRIORITY AXES AND MEASURES

3.1.1. Employment

PRIORITY AXIS -1

To attract and retain more people in employment, particularly by increasing labour force participation of women, and decrease unemployment rates, especially for young people.

Aim:

The aim of this priority is to tackle the three major challenges of Turkish labour market, namely increasing female labour force participation, increasing youth employment, as well as promoting registered employment. This requires a wide range of policies including education, training and awareness-raising. In addition, public employment services have an important role in providing

more quality services and in implementing more efficient labour market policies. Thus, improving the quality of the public employment services is also an aim under this priority axis.

Specific Objectives:

1. Promote labour force participation and employment of women, including those formerly employed in agriculture.
2. Increase youth employment.
3. Promote registered employment.
4. Improve public employment services.

Rationale:

Labour force participation of women is remarkably lower than that of men, both in urban and in rural areas. In 2010, the labour force participation rate was 71.6% for men and 36.3% for women in rural areas and 70.4% and 23.7% in urban areas, respectively. Therefore, the difference between male and female labour force participation rates is more evident in urban areas. As a result of limited job opportunities and decreasing share of agriculture, migration from rural to urban areas increases, which is especially prevalent in the growth centres. This situation affects women at first place, especially those with low level of education. Moreover, patriarchal family structure and traditional perception of women that puts the responsibility of child care and care of family members in need on women and inadequacy of affordable child care facilities make the situation harder for women in urban areas.

Unemployment among young people is significant in the growth centres, as is the case all over Turkey. The reasons for high youth unemployment rates, among others, especially in growth centres, are problems faced in transition from school to work, skills mismatch, lack of job opportunities, lack of efficient employment services and lack of well-functioning career guidance services. The disadvantageous position of the young in the labour market can be analysed in terms of comparing the youth unemployment rate with the average unemployment rates. The youth unemployment rate is nearly twice as high as average unemployment rates (21.7% and 12.1% respectively in 2010, TURKSTAT).

High rate of unregistered employment is another challenge for Turkey, constituting nearly half of the employment. An insight to the figures presented in Table 29 reveals two main types of unregistered employment: in agricultural and non-agricultural sectors. In agriculture, almost all of the employment is in the form of unpaid family work which is unregistered to a large extent. Therefore, intervention in this type of unregistered employment requires actions beyond the scope of HRD OP. As noted earlier, the main focus of HRD OP will be on increasing registered employment in non-agricultural sectors in which the impact of the actions is expected to be more visible in the short run. Since non-agricultural employment is more widespread in urban areas, it can be concluded that the first target group in urban areas must be regular employees. The group of casual employee, on the other hand, is highly disadvantageous in both of the sectors with a remarkably low level of social protection.

In TÜSİAD's report titled "*Türkiye'de Bölgesel Farklar ve Politikalar*" (Regional Disparities and Policies in Turkey) (2008) relation between the process of migration and transformation in the labour market are figured out. It is stated that although there are some positive effects of population dynamics, it is a fact that the population mobility is one of the reasons restraining the labour market. With the increasing number of young people as well as the agricultural dissolution and rapid urbanization, there is a notable decrease in the labour force participation. Regarding the

regional disparities; there are notable differences between the regions with respect to employment rates and labour force participation as well as the development level of the labour market. Although the number of people at the working age is higher in eastern regions, this cannot be turned into an opportunity because of the lack of employment opportunities at those regions which results in migration for making a living. In the 2000 General Population Census, the reasons for migration have been asked and it has found out that 20% of the migrants have migrated for job seeking/ job finding. However, a considerable amount of people migrating for finding a job is still unemployed, totally dropped out labour force or working as unregistered and without social security.

Public employment services, on the other hand, are crucial in reaching these objectives. Previous projects have contributed to improve the institutional capacity of ISKUR, which is the only institution providing public employment service in Turkey. However, institutional capacity at the regional and local levels still needs to be supported in order to make such services more accessible to the target groups. Although placement rate and unemployed registration rate of ISKUR has been increasing by the last years, employment services provided is still inadequate.

Description:

In terms of actions, this priority will address the obstacles for female employment and women's participation in labour force, youth unemployment and unregistered employment.

Where needed and applicable, all the activities under the Measures would be enriched and supported by qualitative and quantitative needs analysis activities and field research in order to reach reliable and up-to- date data before starting the preparation and implementation phase of the activities.

Actions for increasing female participation into labour market include measures on education, creation for women; vocational training, ALMPs, internship and apprenticeship as well as entrepreneurship opportunities grouped with respect to educational attainment of the female population not in labour force in Priority I Regions.

Actions for increasing the employment of the young include ALMPs including counselling and guidance services, services for improving entrepreneurship and innovation culture, internship services and activities directed towards easing the transition from school to work. For those with low educational attainment, the focus will be on internships, vocational courses. For those with lower qualifications, actions aiming at improving employability will be supported.

As regards unregistered employment, a culture on registered employment shall be developed for ensuring social security and other advantages gained through registered employment. To this aim, surveys and analysis are needed to collect information on this subject since access to reliable and sufficient data to allow for reaching conclusions and taking informed decisions is currently difficult due to the nature of the issue. Development and operationalization of new mechanisms that are open to usage of different stakeholders is required not only for detecting the strong and weak points but also for ensuring a more widespread cooperation and coordination between the stakeholders.

Improving institutional capacity of public employment services requires strengthening the capacity of institutions providing public employment services including the ones at the regional level. Since inadequate analysis of the labour market at regional and provincial levels is a factor

limiting the formation of relevant policies, activities under this objective will be supported by researches and studies where necessary. Monitoring mechanisms, software support, labour market information systems will be developed with due attention to not to duplicate the actions provided under previous assistance. Also, collaboration with universities and students, and already-established career centres in universities are important for strengthening the relation between public employment services provided by various actors and education services, especially those provided by the universities.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisation without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Priority Axis.

Targeting:

This priority targets

- Women out of labour force
- Unemployed women
- Former agricultural employees, especially women, currently out of the labour force due to internal migration and agricultural dissolution
- Women who are working home-based
- Women and young people who are working in precarious works and labour with a view to promote the decent work agenda
- Unemployed young people
- Unregistered employees
- Employers and enterprises
- Institutions providing public employment and social security services
- Educational staff and local authorities

Measures:

1. To promote women's participation into the labour market, and increase female employment, including those formerly employed in agriculture

The aim of this measure is to improve employability of women and to support women entrepreneurship as well as to diminish cultural and other obstacles that hinder women's participation into labour market.

2. To increase employment of young people

The aim of this measure is to promote and increase integration of young people into the labour market through supporting them by ALMPs. This measure should be taken into account together with measures improving the framework of evidence based policy

making, notably through targeted actions regarding transition from school to work, professional qualifications, Vocational Education and Training measures and activities expanding apprenticeship opportunities.

3. To promote registered employment.

The aim of this measure is to promote and increase registered employment through strengthening evidence based policies, monitoring and evaluation of policies, the capacity of relevant stakeholders, including MoLSS, Social Security Institution, coordination among relevant public institutions and social partners.

4. To improve the quality of public employment services

The aim of this measure is to improve the quality and efficiency of public employment services especially by strengthening administrative capacity and increasing their cooperation with social partners and employers.

Delivery:

- A clear demonstration of the relationship between the project and the strategic aims of the OP HRD
- Demonstration that the beneficiary fulfils competency requirements
- Quantification of outputs and a statement of attainable goals in line with the targets in the HRD OP
- Existence of a properly prepared budget that includes co-financing
- A clear demonstration of how horizontal issues have been taken into account
- Demonstration of the involvement of social partners and private sector
- Demonstration of linkage between activities and measures under the priorities
- Demonstration of the contribution of activities to the achievement of indicators at the level of HRD OP
- Demonstration of monitoring and evaluation capacity regarding implementation of measures and policies
- Demonstration of mainstreaming and ensuring sustainability of actions after financing

Targets and Indicators:

- Number of women participated in entrepreneurship courses for women
- Number of women who benefited from internship/apprenticeship programs
- Number of women who participated in employment oriented courses and guidance and counselling services
- Number of women established their own job
- Number of women participated to labour market as result of vocational training or awareness raising activity
- Number of women participated to labour market as a result of entrepreneurship, internship, apprenticeship activities
- Number of women participated to labour market as a result of employment oriented courses, guidance and counselling services
- Number of young people who participated in entrepreneurship courses
- Number of young people who participated in employment oriented courses

- Number of young people who participated in internship and apprenticeship programs
- Number of young people having benefited from guidance and counselling services, including career guidance services
- Number of people employed following the courses
- Number of people employed following the internship and apprenticeship activities
- Number of people employed following the guidance and counselling activities
- Number of young people established their own job
- Number of established local partnerships between SSI and social partners
- Number of SSI staff at central and local level who participated in trainings
- Number of bilateral projects on promoting registered employment between relevant partners
- Number of people participated in various trainings for supporting registered employment
- Number of people to become registered employees who were previously registered as unregistered
- Number of monitoring mechanisms developed
- Number of ISKUR and MoLSS staff who participated in PES trainings
- Number of job clubs
- Number of New ISKUR Model Offices
- number of unemployed people counselled
- Placement of unemployed people benefited from counselling services within this priority

Source of EU contribution: IPA

Overall indicative budget of priority: 208.736.473€

Financial share of priority within the Operational Programme: 37.4%

Maximum IPA intervention rate: 85 %

MEASURE 1.1:

To promote women's participation into the labour market, and increase female employment, including those formerly employed in agriculture

Specific Objectives:

- To improve employability of women
- To support women entrepreneurship
- To diminish cultural and other obstacles that hinder women's participation in labour market

Rationale:

Women's participation into the labour market and female employment are among the key challenges in the Turkish labour market. The main obstacle is the inadequate employability of women. Lack of skills and vocational qualifications particularly stemming from insufficient and inefficient internship, apprenticeship and career guidance services hinder women's participation into labour market and put them in a high risk of poverty and social exclusion. Female employment is a priority especially in the urban areas that are recipients of internal migration. Therefore, to support female employment, actions contributing to the removal of prejudices against women, traditional gender roles putting the responsibility of child and elderly care on women and family structure will be supported.

Women entrepreneurship will also be supported for increasing opportunities of women in the labour market. Especially for women who were formerly employed in agriculture shall be directed towards small scale entrepreneurial activities to be determined depending on characteristics of the region. Activities shall be designed in a holistic approach to ensure guidance to women on how to reach the financial means to be an entrepreneur.

Traditional gender roles in the society that puts the responsibility of child and elderly care on women, patriarchal family structure and existing discrimination against women in especially the poorer regions of the society constitute the main obstacles against education, employment and participation of women into social and economic life. Therefore, in all of the NUTS II regions, actions aiming at diminishing obstacles that hinder women's participation will be supported.

In addition, a limited number of surveys and analysis maybe executed in order to better analyse the situation of women at the labour market as well as supporting the activities to be conducted under this measure from both theoretical and practical aspects.

Lack of adequate monitoring systems to collect data on the labour market participation and employment status of women is also a concern in terms of ensuring sustainable employment for women. This situation is an obstacle in front of screening the employment status of women which causes discontinuity in the activities and strategies for increasing women's employment.

Home-based work for women is another problematic part of the women employment. "Working home-based" implies works such as cooking for restaurants at home, looking after child for a fee at home, going to houses for cleaning etc. One of the main challenges is that majority of women working home-based are out of labour force and these women do not have any social security insurance.

As one of the major challenges in the labour market; women working in *precarious works* imply the insecure, dangerous, unfavourable, low- status work which is contrast to decent work. HRD OP intends to improve the working conditions and for women who are working in precarious work as well as to provide them with decent work opportunities.

Description:

This measure aims at improving employability of women by all relevant means including training, retraining, adult education, ALMPs, surveys and awareness raising activities. Strategic documents, plans and guidelines both at EU level and national level shall be the basis for the formulation of activities.

In parallel with Priority Axis 2 of RC OP, which is "*to strengthen enterprise capacity and foster entrepreneurship*", business start-ups will be assisted through entrepreneurship trainings and ALMPs as well as financial guidance especially for women.

As regards diminishing cultural and other obstacles that hinder women's participation in economic and social life, awareness raising activities will be carried out, with a focus on the participation of both men and women in order to maximise their impact. Actions shall be complemented with specific gender empowerment and awareness raising activities.

To support female employment, child and elderly care services will be facilitated. To that aim, women shall be directed towards employment in care services and in this manner care services

shall be supported. In this regard, child and elderly care facilities will be provided for the target group of women taking part in the activities under this measure, when needed. Also, women's access to the existing care facilities will be ensured and activities to increase the quality of care services will be implemented.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisation without prior call for proposals according to the provisions of the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Measure.

Eligible Actions:

Actions which may be funded are,

- Labour market analyses and surveys with a view to guide the activities to be implemented under this measure.
- A limited number of qualitative and quantitative researches to identify main challenges of women in the labour market and impact analysis for the measures aiming at women employment.
- Activities to diminish challenges of women who are working home-based.
- Activities to ensure better coordination between services aiming at women employment or relevant actors including public institutions and NGOs.
- Activities to support women who are working in precarious works with a view to promote the decent work agenda.
- Activities supporting job creation for women.
- Activities to diminish obstacles hindering women's participation into the labour market.
- Active labour market measures, including vocational trainings, primarily those with job guarantees, for women out of labour force, as well as those formerly employed in agriculture.
- Support to childcare and elderly care facilities, particularly for the target group of women taking part in above mentioned actions.
- Actions to provide child and elderly care facilities by training target group of women on such care services
- Actions to increase the internship/apprenticeship opportunities for women
- Actions to provide carrier guidance service to target group of women
- Enabling women to be entrepreneurs by providing consultancy, training and assistance in terms of accessing financial support mechanisms; supporting cooperation mechanisms between the institutions relating this field.
- Actions to leverage and complement funds from other donors, other IPA components, national programmes, private funds on the basis of coordinated approach.

- Actions to complement policies/projects which improve the situation of women in the labour market and promote women's employment.
- Support to implementing national schemes such as financial incentives aiming to reduce burden of employing women
- Developing child and elderly care facilities, for the target group of women taking part in above mentioned actions

Selection Criteria:

- Demonstration of the linkage between activities of the projects and intention to increase in female employment and/or women's labour force participation.
- Demonstration of how the priority for entrepreneurship under RC OP has been taken into account
- Demonstration on how the project will focus on the targeted group in regards to educational attainment.

Final Beneficiaries

- MoLSS
- ISKUR
- Social partners
- Educational institutions
- NGOs
- TURKSTAT
- Local Authorities
- Ministry of Family and Social Policies
- Ministry of Development
- Development Agencies
- Social Security Institution
- Individuals
- The Union of Municipalities of Turkey
- KOSGEB
- The Republic of Turkey Prime Ministry Investment Support and Promotion Agency (ISPAT)
- SMEs and private sector
- Other relevant institutions

Target Groups

- Unemployed women (including long term unemployed women)
- Women out of labour force
- Women who are working home-based.
- Women who are working in precarious works and have the risk of being unemployed.

Monitoring Indicators

Total Public Expenditure	: 72.621.178€(2007-2013)
EU Contribution	: 61.728.000€(2007-2013)
Maximum IPA Intervention Rate	: 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved) (2012)	HRD OP Target (2017)	Source of Verification
Output	Number of women who participated in entrepreneurship courses for women	N.A.	3712	5000	MIS
	Number of women who benefited from internship/apprenticeship programs	N.A.	N.A.	200	MIS
	Number of women who participated in employment oriented courses and guidance and counseling services	N.A.	9950	60000	MIS
Result	Number of women established their own job	N.A.	N.A.	500	MIS
	Number of women participated to labour market as result of vocational training or awareness raising activity	N.A.	2000	4000	MIS

Number of women participated to labour market as a result of entrepreneurship, internship, apprenticeship activities	N.A.	N.A.	2000	MIS
Number of women participated to labour market as a result of employment oriented courses, guidance and counseling services	N.A.	N.A.	10000	MIS

MEASURE 1.2:

To increase employment of young people

Specific Objective:

- To promote integration of young people into the labour market

Rationale:

Youth unemployment, which is defined as unemployment among those between 15-24 years of age, is one of the challenges of the labour market of Turkey. Young people have difficulties in entering to the labour market mainly due to the weak linkage between the education system and the labour market, mismatch of qualifications and lack of skills. Moreover, insufficient career guidance services for young people is also a significant obstacle in front of increasing youth employment, especially for the students and young people who are newly- graduated.

The necessary qualitative and quantitative researches to identify main challenges of youth in the labour market and impact analysis for the measures aiming at youth employment are also needed before starting to implement the activities to increase labour force participation and employment rates as well as improving their situation in the labour market.

Vocational trainings and internship/ apprenticeship activities as well as providing entrepreneurship courses and assistance on access to financial mechanisms for young people on the basis of their educational status would facilitate increasing the employment rates of young people.

Description:

Supporting young unemployed requires a sub-classification due to different characteristics of each group among “the young”. Although there may be further divisions, “the young” under this priority will be divided into three sub-groups as new university graduates, secondary school graduates (vocational and general secondary schools) and those with lower educational attainment, which will be determinative for the designing of the activities. In other words, the activities targeting young people shall be designed in accordance with their educational attainment.

For new university graduates, ALMPs including counselling and guidance services will be the main actions. For vocational secondary school graduates and vocational higher schools, the focus will be on internships. For the graduates of the general secondary schools who could not succeed in entering in a higher education institute, vocational courses will be organised in the existing VET institutions in a LLL perspective. These courses will lead the individual for a qualification needed by the local labour market and even if the individual continues to follow the courses organised in a systemic way, he or she may be eligible to get a diploma equivalent to the graduate of a formal VET institution. For those with lower qualifications, actions aiming at improving employability will be supported.

Developing sustainable cooperation between public institutions, social partners, private employment agencies and all relevant stakeholders in the target regions will be promoted through this measure.

Activities aiming at facilitating transition from school to work will also be supported under this measure. Also, since young people working in precarious work with a risk of being unemployed is a concern for Turkey, activities towards precarious work may also be supported.

Before implementing a project to increase young employment, necessary labour market analyses and surveys in implementing region or sector will be done if and needed in order to address the needs more effectively. Moreover, if applicable, qualitative and quantitative researches to identify main challenges of youth in the labour market and impact analysis for the measures aiming at youth employment will be done initially when starting to implement an activity.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisation without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Measure.

Eligible Actions:

Actions which may be funded are,

- Labour market analyses and surveys with a view to guide the operations to be implemented under this measure.
- A limited number of qualitative and quantitative research to identify main challenges of youth in the labour market and impact analysis for the measures aiming at youth employment
- Activities to ensure better coordination between services aiming at youth employment
- Activities to support young people who are working in precarious works with a view to promote the decent work agenda
- Support for establishing/improving centers to increase social and self- improvement of young people to increase their generic skills with an employment focus.
- Enhancing the young employability, for instance, in cooperation with SMEs for early determination of competence and skill needs.
- Implementing vocational trainings, including counselling and career guidance services within ALMPs, primarily the employment oriented ones, according to the needs of labour market.
- Training young people to become entrepreneurs, developing systems to monitor periodically the results of these trainings, to improve their entrepreneurship skills, assisting them to reach financial means.
- Promoting internships and on the job trainings especially for the students and by developing mechanisms for enterprises through providing incentives and assistance to improve the working environment.
- Developing career guidance services for students/ young unemployed in order to ease their transition from school to work.
- Activities aiming at easing transition from school to work. Actions to leverage and complement funds from other donors such as other IPA components, national programmes, private funds on the basis of coordinated approach.
- Actions to complement policies/projects which improve young employment.
- Promoting entrepreneurship and innovation culture by organising entrepreneurship and innovation competitions.

Selection Criteria:

- A clear demonstration of the relationship between the project and increase in the number of young employed.
- Demonstration on how the project will focus on the targeted group with regards to educational background.
- Complementarity with other funds and policies regarding employment

Final Beneficiaries:

- MoLSS
- Ministry of National Education
- ISKUR
- Ministry of Family and Social Policies
- Ministry of Development
- Ministry of Science, Industry and Technology

- Ministry of Youth and Sport
- Vocational Qualifications Authority Social partners
- Individuals
- Relevant NGOs
- Educational institutions
- Local Authorities
- Development Agencies
- TURKSTAT
- KOSGEB
- Higher Education Council (YOK)
- The Republic of Turkey Prime Ministry Investment Support and Promotion Agency (ISPAT)
- The Scientific and Technological Research Council of Turkey (TUBITAK)
- SMEs and private sector
- Other relevant institutions

Target Groups:

- Young unemployed people as new university graduates
- Young unemployed people as secondary school graduates
- Young unemployed people with lower educational attainment
- Early school leavers and drop-outs
- Young people who are still at school
- Young unemployed women with lower educational attainment
- Young people who are working in precarious works and have the risk of being unemployed

Monitoring Indicators:

Total Public Expenditure	: 79.000.000 €(2007-2013)
EU Contribution	: 67.150.000€(2007–2013)
Maximum IPA Intervention Rate	: 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Number of young people who participated in entrepreneurship courses	N.A.	3359	6000	MIS
	Number of young people who participated in employment oriented courses	Total 8562 young people (for these 3 indicators there is just one integrated baseline. young people participated in employment guaranteed courses, internship programmes and guidance and counselling)	8069	20000	MIS
	Number of young people who participated in internship and apprenticeship programs		1001	9000	MIS
	Number of young people having benefited from guidance and counselling services, including career guidance services		2576	13000	MIS
Result	Number of people employed following the employment oriented courses		N.A.	N.A.	3500
	Number of people employed following the internship and apprenticeship activities	N.A.	N.A.	800	MIS
	Number of people employed following the guidance and counselling activities	N.A.	N.A.	1000	MIS
	Number of young people established their own job	N.A.	N.A.	500	MIS

MEASURE 1.3:

To promote registered employment.

Specific Objective:

- This measure aims to promote registered employment through strengthening the capacity of Social Security Institution, provision of awareness raising and ensuring coordination among relevant public institutions and social partners.

Rationale:

Unregistered employment is one of the key challenges of the Turkish labour market. Approximately 85% of the employment in agriculture and nearly 30% of the employment outside agriculture is unregistered. In agriculture, main employment status is “unpaid family work” whereas in sectors outside agriculture regular or casual employees have the biggest share.

In Turkey, social insurance legislation covers employees, self-employed and civil servants. MoLSS is the responsible organization for the registration of the employment of the self-employed and regular or casual employee through the Social Security Institution (SSI). On 1 October 2008 the law “Social Security and General Health Insurance” numbered 5510 were enacted. It was a reform to a great extent in the Social Security in Turkey. By this law, scope of the social security has been extended and persons that are working in agricultural sector have been included to the social security system.

Unregistered employment is a challenge for the employer and the employee as well as the overall situation of labour market. It creates negative implications especially for social security which have further effects on other aspects of life such as health, pensions and insurance.

Furthermore, unregistered employment causes many problems related with occupational health and safety. In this regard, unregistered workers are faced with several problems, especially in precarious work.

In case of work accidents originating from lack of occupational health and safety, unregistered workers are faced with several problems regarding social security insurance.

According to the Occupational Health and Safety Law no. 6331, published on the Official Gazette on 30 June 2012, employees who will work in hazardous and perilous work which necessitate obligatory training cannot be employed unless they certificate their professional training. However, unregistered employees actually work in hazardous workplaces irrespective of occupational health and safety requirements.

Promoting registered employment should also be targeted to the capacity of a wide range of stakeholders, including the labour inspection, and also be focused on strengthening policy measures, strengthening the evidence base for measuring it, and its evaluation and monitoring. Among the target groups, especially in view of local employment partnerships, more focus is needed on the regional and local levels, with the involvement of development agencies, governors and municipalities.

The necessary field study/labour market analyses on unregistered employment including a description of its structure with a view to guide the activities to be implemented under this measure is a key factor in order to implement relevant activities for combating unregistered employment more effectively. Moreover, follow-up and assessment of previous activities implemented in the field of registered employment are significant to structure the implementation on the basis of experiences gained.

To monitor better the situation of unregistered employment, improving the common database for cross institutional use is necessary and such an instrument will considerably assist to increase the rate of registered employment to a desirable level.

Description:

The measure will support increasing registered employment through coordination between public institutions, social partners and employers, strengthening the capacity of SSI, particularly the Inspection Board. Target group of the measure will be mainly unregistered regular or casual employee, self-employed and employer. Moreover, under this measure it is targeted to give trainings to the staff of SSI and social partners in order to increase awareness on the disadvantages of unregistered employment and importance of occupational health and safety for the employer, employee and overall economy. It is also envisaged to provide limited trainings including vocational trainings under this measure to those unregistered workers in order to facilitate their transition to formal sector.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisation without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Measure.

Eligible Actions:

Actions which may be funded are,

- Field study/labour market analyses on unregistered employment including a description of its structure with a view to guide the operations to be implemented under this measure.
- Follow-up and assessment of activities previously implemented in the field of registered employment.
- Establishing local employment partnerships to jointly promote registered employment with the involvement of social partners
- Trainings for the SSI and MoLSS staff as well as social partners and other relevant institutions on the ways of combating unregistered employment and to improve

awareness on the importance of registered employment and occupational health and safety.

- Strengthening inspection capacity of central/local offices of the Social Security Institution and other relevant institutions
- Measures for small retailers and SMEs to promote registered employment.
- Increasing awareness of both employees and employers on registered employment and occupational health and safety.
- Providing trainings including vocational trainings for unregistered workers.
- Organizing training activities in terms of occupational health and safety for employees and employers.
- Raising awareness at national and local level, by making local administrations, NGOs and the media feel more responsible on registered employment and social security as well as occupational health and safety.
- Development and operationalization of a new common database for cross institutional use, increasing coordination between the existing databases including for monitoring purposes.
- Activities targeting at raising awareness on decent work including occupational health and safety culture as well as the negative aspects of unregistered and precarious work.
- Activities to encourage voluntary compliance by the firms with the labour regulations.

Selection Criteria:

- A clear demonstration of the relationship between the scope of the project and an increase of registered employment
- Demonstration on how the project will focus on the target groups.

Final Beneficiaries:

- MoLSS
- General Directorate of Occupational Health and Safety, MoLSS
- Ministry of Finance
- Ministry of National Education (MoNE)
- Social Security Institution (SSI)
- ISKUR
- TURKSTAT
- Social partners
- NGOs
- Ministry of Family and Social Policies
- Ministry of Development
- Development Agencies
- KOSGEB
- Higher Education Council (YOK)
- Union of Municipalities of Turkey
- Universities
- Ministry of Science, Industry and Technology
- SMEs and private sector

- Individuals
- Other relevant institutions

Target Groups:

- Unregistered workers and their dependents
- Unregistered women workers with low level of education
- Unregistered young workers
- Staff of relevant institutions
- Social partners
- Young people who are working in precarious works and have the risk of being unemployed
- Women who are working home-based
- Women who are working in precarious works and have the risk of being unemployed

Monitoring Indicators:

Total Public Expenditure: : 30.000.000€(2007-2013)

EU Contribution: : 25.500.000€(2007–2013)

Maximum IPA Intervention Rate: 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Number of established local partnerships between SSI and social partners	N.A. (There was no such holistic partnership approach before)	55	60	MIS
	Number of SSI staff at central and local level who participated in trainings	827	193	2000	MIS
	Number of bilateral projects on promoting registered employment between relevant partners	N.A. (Data will be collected when the measure is implemented)	N.A.	30	MIS
	Number of people participated in various trainings for supporting registered employment	N.A.	42387	60000	MIS

Result	Number of people to become registered employees who were previously registered as unregistered	N.A.	N.A.	3000	MIS
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MEASURE 1.4:

To improve the quality of public employment services

Specific Objective:

- To improve the quality and efficiency of public employment services especially by strengthening administrative capacity.

Rationale:

This measure will support the development of an efficient job matching system, guidance services for job seekers and employer. MoLSS is the responsible main body in policy making for labour market of Turkey. The policies and strategies for the issues related with the labour are set out in a general manner by MoLSS.

ISKUR has taken substantial steps to improve its administrative and human resources capacity in the recent years, both by introducing changes to the legal framework, projects implemented and recruitment of new personnel. However, implementation of labour market programmes should be supported, a labour market information system should be established and policy making capacity of MoLSS and ISKUR should be strengthened especially at the regional level.

Improvement of mechanisms to monitor conditions of people who benefited from various types of ALMPs is an important step to improve the quality and conditions of public employment services to ensure a better functioning of the labour market.

To serve better to employers, employees and the unemployed; providing trainings on the issues such as labour market analyses, job matching services and career guidance services for ISKUR staff and also for other relevant public institutions where available will contribute to improve public employment services in a considerable manner. Such actions shall not duplicate previous assistance in this field.

Description:

In order to improve the quality and efficiency of the services provided by ISKUR, special focus will be given on improvement of the labour market information system in order to monitor the developments in the labour market regularly. Currently, only part of the unemployed is registered to ISKUR. Therefore, all unemployed should be registered to ISKUR and labour market

programmes as well as job matching services must be provided at provincial and regional levels. Job seekers and employers should be brought together in an integrated system of labour supply and demand. Labour market information system will also contain those who are students or new graduates.

Conducting labour market research at national, regional and provincial levels will be the basis for policy making. To this end, the capacity of the MoLSS, together with its regional offices, Provincial Directorate of Labour and Employment Agencies will be strengthened.

In order to ensure the coordination of the education system and the labour market, a sustainable cooperation between the MoNE and MoLSS including ISKUR will be established. Moreover, to strengthen the coordination between education and labour market, collaboration with universities (especially for already established career guidance centres of universities) will be established.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisation without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Measure.

Eligible Actions:

Actions which may be funded are,

- Strengthening the capacity of MoLSS together with its regional offices, ISKUR and other public institutions with a focus on the delivery of public employment services.
- Strengthening the capacity of the MoLSS together with the provincial directorates of labour and employment agencies, to prepare and implement employment strategies
- Improvement of mechanisms to monitor conditions of people who benefited from various types of ALMPs.
- Training for ISKUR staff on job matching services and career guidance services determined for different target groups based in provincial directorates of ISKUR and other public institutions where available.
- Increasing the capacity of newly recruited Job and Vocational Counsellors for providing better services
- Training for improving the capacities of institutions/organizations which are serving as ISKUR service points
- Increasing the capacity of provincial employment and vocational training boards with a view to formulating and implementing provincial/local employment action plans.
- Establishing and supporting job clubs.
- Actions that promote collaboration with universities in the field of provision of public employment services.
- Technical support to the functioning of model offices and the other necessary service points

- Enhancing the test battery for early determination of competence and skill needs and determining the appropriate employment areas in cooperation with professional organizations following a feasibility study/needs analysis
- Promoting the establishment of career centres in universities and contact points of ISKUR in municipalities
- Actions to promote collaboration with social partners and private sector in the field of public employment services

Selection Criteria:

- A clear demonstration of the relationship between the project and requirements for the solution of problems related to improving public employment services
- Demonstration on how the project will focus on the targeted group.

Final Beneficiaries:

- MoLSS
- ISKUR
- TURKSTAT
- Social Security Institution(SSI)
- Universities
- Social partners
- The Council of Higher Education (YOK)
- Vocational Qualifications Authority (VQA)
- SMEs and private sector
- Individuals
- Other relevant institutions

Target Groups:

- Staff of relevant public institutions
- Members of provincial employment committees
- Social partners
- Universities

Monitoring Indicators:

Total Public Expenditure : 27.115.295€(2007-2013)

EU Funding : 23.048.000€(2007–2013)

Maximum IPA Intervention Rate: 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
	Number of monitoring mechanisms developed	0	0	1	MIS

Output	Number of ISKUR and MoLSS staff who participated in PES trainings	301	N.A.	13400	MIS
	Number of job clubs	0	N.A.	15	MIS
	Number of New ISKUR Model Offices	0	N.A.	43	MIS
Result	Number of unemployed people counseled	18654	N.A.	M:14500 F: 14500	MIS
	Placement of unemployed people benefited from counseling services within this priority	0	N.A.	33%	MIS

3.1.2. Education

PRIORITY AXIS-2: To enhance investment in human capital by increasing the quality of education, improving the linkage between education and the labour market, and raising enrolment rates at all levels of education, especially for girls

Aim:

The aim of this priority is to increase the access and quality of education especially in Vocational Education and Training, to provide people with knowledge and skills in line with the labour market needs and to raise enrolment rates, especially for girls, to enable them to acquire advanced competencies and skills with a view to decrease unemployment and provide thus socio-economic development.

Specific Objectives:

1. To increase enrolment rates, particularly for girls, at all levels of Vocational Education and Training
2. To increase the quality of education especially in vocational education and training
3. To develop innovative approaches to improve linkage between education and labour market
4. To promote a “partnership approach” to modernize VET system

Rationale:

The first challenge in enhancing human capital is the low enrolment rates, especially for girls, at all levels of education, particularly in secondary education and VET. Significant disparities in enrolment rates exist between genders especially at secondary education. Enrolment rates of male in secondary education shall also be increased. Since there is a direct linkage between vocational education and labour market, enrolment in vocational schools and universities shall be increased. Lack of attractive modular VET programmes, lower socio-economic levels of families, traditions that do not value education for girls among parents, lack of cooperation among the different actors are among the main reasons for reasons for low level of enrolment especially for girls. Importantly, combating child labour is expected to have positive effect on enrolment rates and period of staying in education system will be lengthened due to the relation between child labour and early school leaving/ drop- out. Moreover, monitoring systems to monitor enrolment rates need to be established and improved. Because there is no efficient monitoring system, this causes a problem in measuring especially schooling rates of girls and therefore developing policies accordingly.

The second and important challenge is the VET system which is not so flexible and attractive, so that students have a tendency to head towards general secondary education and universities. The curricula of the VET schools show similarity to general high schools. In the first year, theoretical courses are taken by the VET students instead of vocational and technical courses. Vocational and technical courses start in the second year of the education which is too late for students. The limited number of enterprises especially in the Priority I Regions and therefore the limited need for trained workforce may also be a reason for the tendency for preferring general secondary education. Furthermore, the deficiencies of alternative diploma programmes, failed VET students have no chance to continue their education in another programme. Also, an innovative mechanisms for strengthening the interaction between the VET schools and enterprises in the Priority I Regions and Priority II Regions need to be established for sharing experience, creating synergy and supporting the development of further linkage between VET schools and labour market nationwide. Technology, techniques, implementations and applications in various VET schools may be transferred between the regions as well as between Priority I Regions and Priority II Regions. Technology faculties need to be developed from various aspects such as programme/ curriculum, study environment and academic knowledge. Career centres shall be established in universities, and the existing ones will be developed for ensuring a more effective guidance and consultancy service to students and graduates to ease their transition from school to work as well as facilitate their integration to labour market. A well-functioning VET system will play an important role in providing enhancement of the qualified labour force trained in line with the needs of the labour market and opportunities for both young population and adults to enter into labour market.

Despite the on-going reforms, additional efforts are needed to improve the quality and labour market relevance of vocational education and training and to position VET.

Moreover, innovative models for cooperation between vocational education and training, private sector, universities and NGOs is needed to improve the linkage between education and labour market and make transition from school to work easier.

Description:

The first measure of this priority will focus on increasing enrolment rates at all levels of education, particularly for girls, in order to increase their employability and ease their entrance into the labour market.

The **second measure of this priority** will focus on increasing the quality of formal Vocational Education and Training, both secondary vocational schools and post-secondary higher vocational schools.

Under both measures, country-wide actions may also be supported in order to support changes in education and training policies or curricula.

This priority is targeted at these groups

- Students who dropped out or at risk of dropping out of education, particularly girls
- Parents of girls who are against the girls' education and/or cannot afford it
- Students, teachers and counsellors in vocational education
- Enterprises cooperating or having the potential to cooperate with VET schools

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisation without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Priority Axis.

Measures:

Measure details are given hereunder, including aims and objectives, eligible activities, and intervention rates. In summary, they are:

1. To increase enrolment rates particularly for girls with a view to developing female human resources and access to labour market.

This measure will support activities to improve access to education at secondary education and VET for girls and to increase awareness about importance of girls' education.

2. To improve the content and quality in Vocational Education and Training

This measure will support activities to improve content and quality in Vocational Education and Training, particularly addressing the needs of the labour market

Delivery:

Delivery Principles include:

- A clear demonstration of the relationship between the project and the strategic aims of the OP HRD
- Demonstration that the beneficiary fulfils competency requirements
- Quantification of outputs and a statement of attainable goals
- Existence of a properly prepared budget that includes co-financing
- A clear demonstration of how horizontal issues have been taken into account
- Demonstration of linkage between activities and measures under the priorities
- Demonstration of the contribution of activities to the achievement of indicators at the level of HRD OP

Targets and Indicators:

- Number of educational staff having participated in vocational guidance services trainings
- Number of parents who are given trainings
- Number of families individually visited to persuade to send their daughters to school
- Schools and dormitories equipped
- Number of girls accessed to secondary education as a result of programme intervention
- Number of drops outs accessed secondary education as a result of programme intervention
- Number of developed/revised and implemented modular programs in secondary and post-secondary vocational schools
- Number of comprehensive and scheduled awareness raising events organised with the cooperation of private sector to increase awareness among the sector
- Number of partnership protocols between vocational institutions, social partners and the private sector
- Number of universities with improved capacity and programs
- Number of staff of VET institutions and universities participated to training in line with the newly updated curricula

Source of EU contribution: IPA

Overall indicative budget of priority: 115.094.118€

Financial share of priority within the Operational Programme: 20.6 %

Maximum IPA intervention rate: 85 %

MEASURE 2.1:

To increase enrolment rates particularly for girls with a view to developing female human resources and access to labour market

Specific Objectives:

- To increase enrolment rates particularly for girls in secondary education and VET
- To decrease drop-outs or long term absenteeism particularly for girls
- To increase vocational skills and competences of labour force, particularly of girls and women

- To promote awareness-raising for parents on importance of education, especially for girls.

Rationale:

This measure will contribute to the increasing enrolment rates particularly for girls in secondary Vocational Education and Training and awareness of the importance of girls' education.

Although there has been important progress in access to education especially at the level of primary education, thanks to Basic Education Law, many projects and campaigns, there is still need for increasing net enrolment rates of particularly girls to reach the 100% target in primary education. However, the enrolment rate in secondary education for girls is more severe than primary education. Girls who do not continue their education after primary education have difficulties in entering labour market.

At national level, the enrolment rate of girls is lower than that for boys at secondary education. Moreover, the figures provided in the socio-economic analysis indicate that the enrolment rates for girls at secondary education are lower in the Priority I Regions than Priority II Regions. The average of net enrolment rates for girls at secondary education in the 15 growth centres is 26.4%, whereas it is 42.97 % at the national level in 2001-2002.

For secondary education, gender gap has decreased from 4.31% to 2.39% while net enrollment rate has showed increasing trend. Net enrolment rate to secondary education for boys increased from 68.17% to 68.53% and for girls it increased from 63.86% to 66.14% for 2011. This indicates the necessity to conduct activities for decreasing the regional disparities regarding girls' education.

There is a growing need to increase the skills and competences of girls in targeted areas through enhancing access to education for girls to secondary education and VET. Also, as one of the main determinants of girls' education, increasing awareness of their parents shall be supported.

Therefore, actions that will promote and ease the continuation of girls after primary education in secondary and VET will be supported under this measure.

Activities for combating child labour shall be supported for preventing the dropping out of education system and increasing the enrolment rates.

Description:

The thematic focus of this measure will be schooling especially of girls at secondary education, particularly VET, to ease their entering into the labour market.

The measure is composed of two components. The first component of the measure will support continuation of girls at secondary education and VET through promoting monitoring services, vocational guidance services and preparation of attractive VET Programmes. Besides this, relevant activities decreasing drop-outs and early school leaving will be supported. Furthermore, distance learning opportunities will be provided under this component. The second component will support activities for families to make them support girls' education as well as educational staff, public institutions, NGOs, local authorities and other stakeholders. So, in the framework of

this component, activities promoting cooperation among central government, municipalities, universities and NGOs will be supported.

The main logic behind this measure is to increase the knowledge and abilities especially of girls to facilitate their integration into the labour market. Collaboration between social partners, private sector, schools and local authorities is extremely important for the success of this measure. In general, the roles of relevant partners for this measure can be awareness raising campaigns cooperation in vocational guidance services and returning girls to the school.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisation without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Measure.

Eligible Actions:

Actions which may be funded are:

- Introducing detection and monitoring services for students particularly for girls under the risk of dropping out or who already have dropped out
- Analyses and surveys and/or sectors with a view to guide the operations to be implemented under this measure
- Providing distance-education opportunities
- Promoting incentives for families and students particularly for girls to return to school
- Increasing the quality and quantity of vocational guidance services at schools
- Developing training programmes and awareness raising campaigns for parents, NGOs and educational staff to promote education, organizing awareness raising campaigns, *inter alia*, through roles models and media campaigns
- Promoting cooperated activities with public institutions, social partners, municipalities, local authorities, educational institutions, universities and NGOs for supporting education of girls with a view to developing female human resources and access to labour market.
- Improving the quality of psychological and guidance services and providing better education conditions especially at boarding schools
- Implementing projects for making local administrations, NGOs and the media feel more responsible on enrolment to education especially for girls
- Implementing trainings for the vocational guidance and counseling service providers in schools with a view to eliminating drop-out and absenteeism of girls
- Developing innovative ways and mechanisms to detect and prevent early school leaving/dropping- out such as early warning and identification systems
- Developing special curricula for those who are early school leavers or drop outs
- Supporting the second chance schools and catch up education for those who are early school leavers or drop outs

- Providing compensation courses and establishing centers to provide courses for children of seasonal workers and nomads
- Promoting transportation facilities to ease access to school, promoting “*bussed education*”
- Conducting surveys/ questionnaires targeting, *inter alia*, families, educational staff, students, early school leavers, drop outs, local authorities, NGOs

Selection Criteria:

- A clear demonstration of the relationship between the project and the aim of raising awareness of the importance of education and increase enrolment for developing human resources particularly for girls and access to labour market
- Demonstration on how the project will focus on the target group

Final Beneficiaries:

- MoNE
- MoLSS
- Educational Institutions
- Council of Higher Education (YOK)
- Social partners
- NGOs
- Local Authorities
- Ministry of Health
- Ministry of Family and Social Policies
- SMEs and private sector
- Development Agencies
- Individuals
- Other relevant institutions

Target Groups:

- Drop outs, particularly girls
- Students, particularly girls at the age of secondary education under the risk of dropping out and long term absenteeism
- Early school leavers
- Students, particularly girls who cannot access secondary education due to cultural obstacles
- Parents of girls who are not willing to send their children to school and/or cannot afford it
- Teachers, especially those providing psychological and vocational guidance to students, and other educational staff
- Local authorities, NGOs and other relevant stakeholders

Monitoring Indicators

Total Public Expenditure : 59.647.059€(2007-2013)

EU Contribution : 50.699.999€(2012–2013)

Maximum IPA Intervention Rate: 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Number of educational staff having participated in vocational guidance services trainings	N.A.	1624	3000	MIS
	Number of parents who are given trainings	N.A.	13432	25000	MIS
	Number of families individually visited to persuade to send their daughters to school	N.A.	10614	22000	MIS
	Schools and dormitories equipped	0	36	44	MIS
Result	Number of girls accessed to secondary education as a result of programme intervention	N.A.	N.A.	8000	MIS
	Number of early-school leavers accessing education again as a result of programme intervention	N.A.	N.A.	4000 (Male: 1500 Female: 2500)	MIS

MEASURE 2.2:

To improve the content and quality of Vocational Education and Training.

Specific Objectives:

- To increase the quality of vocational education and training and training addressing curriculum, teachers, learning environment and school managers
- To increase flexibility of the education system by facilitating vertical and horizontal transitions between different types of programmes in the VET system
- To make VET an attractive option for students
- To promote coordination and cooperation between social partners, schools and VET centers and private sector

Rationale:

This measure will contribute to improving the content and quality of Vocational Education and Training.

VET is crucial for improving the linkage between the education system and the labour market and for boosting the economy. Improving the quality of VET and making the system an attractive option for students will facilitate access to labour market. In this sense, a successful VET system will play an important role in providing opportunities for both young population and sectors that are in need of skilled personnel.

Under the EU funded projects, important progress has been achieved by conducting labour market and skill analyses, revising curriculum, preparing modular programmes, providing in-service and pre-service training for teachers in VET. However, the sustainability of these projects and innovative actions are very important for a continuous functioning VET system.

Moreover, it is important to extend the modular programmes to other occupations which are not covered by previous projects in order to align them with the continuous changes in the labour market. There is a need to establish a central analysis mechanism for planning content of VET curriculum and modular programs in Turkey by developing industry branch and technology studies with a focus on emerging competence needs. Moreover, assessing the impact of the new curricula implemented in vocational education and adjusting them whenever necessary and continuing to produce learning materials for the new curriculum is needed for sustainability.

In terms of human resources in VET, the continuation of coordination between MoNE, YOK and related partners is crucial. There is a need to continue developing in-service and pre-service modules for teachers. Moreover, school guidance counsellors are not sufficiently qualified and they need pre-service and in-service trainings for providing better guidance services at schools.

In terms of vocational counselling and career guidance, the career guidance services are dominated by information services and ad-hoc decisions, which are not provided in a systematic and therefore do not encourage learners to develop the motivation to learn and the skills to manage their career. The efforts should be increased, as increasing vocational guidance services in quality and quantity is critical for making VET programmes attractive and for facilitating transition from school to work. Career and vocational guidance services should be developed on a consistent system by different stakeholders, such as, schools, public employment services and private sector.

Moreover, difficulties in vertical and horizontal transition in the VET system also make them VET system less flexible and non-attractive. Although there are improvements in terms of legislation, inconsistency between programs in VET, particularly between post-secondary vocational schools and secondary vocational schools render transitions difficult and duplications cause waste of resources, which in turn causes high drop-out rates in the post-secondary higher VET schools. Developing suitable programs in post-secondary higher vocational schools, as continuity of the secondary VET schools, in line with local needs is an absolute necessity. All VET schools and workplaces should be encouraged to become learning organisations for the development of effective local learning centres to bring learning and learners together as a response to the local needs of the labour market. Furthermore, establishment of the European Credit Transfer System for VET (ECVET) for formal and non-formal VET is crucially important for the recognition of the certificates and therefore to achieve horizontal and vertical transitions between formal and non-formal VET training institutions.

The main challenge in the apprenticeship system, a mechanism that facilitates transition from school to work and an alternative way to gain a vocation not necessarily by attending the formal education system; is the lack of a systematic approach in terms of matching the demand for and supply of apprentices in the market. Further cooperation between schools and employers is necessary for the sustainability of apprenticeship system and to increase the quality of the practical trainings at enterprises.

As elaborated in the social-economic analysis, post-secondary higher vocational schools are also problematic in terms of physical infrastructure, quality of curricula, and quality of teaching staff and delivery of practical employable skills throughout Turkey. Functioning of these schools need to be reformed as they are poorly linked to labour market needs and have important problems. There is an urgent need to increase their cooperation with business life.

Description

The thematic focus of this measure will be increasing the quality of formal vocational education and training. In other words, secondary vocational schools and post-secondary higher vocational schools will be focused under this measure.

The dissemination of products and experience developed under EU Funded VET Projects to the priority regions will be part of this measure.

This measure is composed of two main components. The first component will include activities for ensuring continuity of previous projects for improving VET such as making competence analysis, revision of modular programs by assessing the new programs, developing a systematic structure/model for in-service trainings of vocational schools for teachers and counsellors, increasing cooperation between schools in VET and private sector, disseminating apprenticeship and developing monitoring of graduates of vocational schools, developing and implementing quality assurance system in VET schools, including staff development and innovative actions, supporting work-based learning schemes/programmes (on-the-job training) for VET students, developing training modules and programmes based on vocational qualifications, facilitating activities internship and on the job training for students, increasing capacity of technology faculties and increasing networks among them and supporting MoNE personnel in terms of trainings for providing expertise on quality issues. The second component will be providing equipment for the Post-Secondary Vocational Schools. Although the secondary vocational

schools also are in need of equipment support, post-secondary higher vocational schools will be focused under this programming because of the limit of 15 % of funding set at the level of the priority axis. It shall be stressed that any innovative approach and activities may well be supported for development of VET system in Turkey.

All the actions under this priority will be realized by taking on board the “partnership approach”. This partnership approach can be seen for each action in the table:

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisations without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Measure.

Eligible Actions:

Actions which may be funded are:

- Making analyses in cooperation with social partners commodity exchanges and for early determination of emerging competence needs
- Continuation of revising curriculum and developing new modular programs in secondary and post-secondary vocational schools and in line with developed occupational standards and emerging qualification needs in cooperation with CCIs and social partners
- Developing work- based learning schemes
- Developing a systematic structure/model for in-service trainings for teachers in line with the newly updated curriculum in secondary and post-secondary higher vocational schools and universities; training teachers through this structure/model
- Feasibility studies for improving capacities of the VET institutions and universities
- Improving equipment capacity of pilot vocational schools and universities
- Increasing vocational guidance and career guidance services in VET schools and universities
- Using innovative practical training centres for theoretical trainings in apprenticeship system and increasing cooperation between MoNE and private sector
- Organizing career days, seminars, conferences etc. that enable students at secondary and post-secondary higher vocational schools and universities to meet with private sector
- Improving monitoring systems for the graduates of vocational and technical secondary schools and post-secondary vocational schools and universities
- Establishing partnership mechanisms between vocational training institutions, universities, social partners, and the private sector.
- Developing and implementing quality assurance system in VET schools and universities, including staff development and innovative actions

- Supporting work- based learning schemes/programmes (on-the-job training) for VET students, university students and graduates
- Developing training modules and programmes based on vocational qualifications
- Facilitating activities for internship and on-the-job training for students
- Increasing capacity of technology faculties and increasing networks among them
- For the capacity building of MoNE, supporting MoNE personnel in terms of trainings for providing expertise on quality issues
- Supporting distance-learning activities in order to provide school degree for school leavers and drop-outs
- Increasing the capacity the universities, including technology faculties, on-the-job training implementations
- Increasing the capacity of universities on teacher training
- Establishment of career centres in universities
- Improving the capacity of technology faculties in the accreditation process of those faculties
- Developing programmes for VET Teacher Training (TT) Centres as well as providing them with necessary equipment
- Supporting the Technology Faculties to establish VET TT Centres and to increase the quality of education
- Supporting universities to increase quality of education and linkage between universities and private sector

Selection Criteria:

- A clear demonstration of the relationship between the project and requirements for the improvement of quality of education particularly VET.
- A clear demonstration of the relationship between the project and its contribution to the cooperation between vocational schools, private sector and social actors.

Final Beneficiaries:

- MoNE
- Educational institutions, including universities
- Council of Higher Education (YOK)
- ISKUR
- KOSGEB
- Social partners
- Relevant NGOs
- SMEs and private sector
- Governorships, municipalities and other relevant regional/local public institutions and authorities
- Development Agencies
- Individuals
- Other relevant public institutions

Target Groups:

- Students in vocational secondary and post-secondary vocational education

- Teachers, school managers and counsellors in vocational secondary and post-secondary vocational education, other educational staff
- Students who cannot continue higher education
- Graduates of vocational secondary and post-secondary education
- Employers, employees and NGOs
- Students and graduates of technology faculties
- Parents and local authorities

Monitoring Indicators:

Total Public Expenditure: : 55.447.059€(2007-2013)
EU Contribution: : 47.130.000 €(2007–2013)
Maximum IPA Intervention Rate : 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Number of developed/revise d and implemented modular programs in secondary and post secondary vocational schools	42 ISCED-97 vocational/educational fields and 192 vocational branches developed under SVET	N.A.	300	MIS
	Number of comprehensive and scheduled awareness raising events organised with the cooperation of private sector to increase awareness among the sector	0 (except voluntary campaigns conducted by NGOs or private companies nationwide).	N.A.	70	MIS
	Number of partnership protocols between vocational institutions, social partners and the private sector	N.A (There is no such collective protocols except individual attempts which might be determined when the measure is implemented).	N.A.	45	MIS

Number of universities with improved capacity and programs	N.A.	N.A.	5	MIS
Number of staff of VET institutions and universities participated to training in line with the newly updated curricula	N.A.	N.A.	6000	MIS

3.1.3. Adaptability By Promoting Lifelong Learning

PRIORITY AXIS – 3

To increase adaptability of workers, enterprises and entrepreneurs, in particular by promoting lifelong learning and encouraging investment in human resources by enterprises and workers

Aim:

To expand and improve the opportunities of life-long learning and to increase the adaptability of employees, employers in SMEs and self-employed

Specific Objectives:

- To promote Life Long Learning (LLL) Opportunities under a LLL Strategy
- To improve quality of non-formal trainings
- To increase adaptability of employees
- To increase adaptability of employers in SMEs
- To promote well-functioning of the National Qualifications System (NQS)

Rationale:

This priority will contribute to promote LLL and to increase adaptability of employees, employers in SMEs and the self-employed.

Certain conditions are necessary to promote LLL. Firstly, basic skills and competences are the foundations of lifelong learning and also of successful integration to the society and participation in the labour market. This problem becomes a great challenge for developing LLL opportunities particularly for women. Secondly, capacity and quality of public education centres is a great challenge in terms of non-formal trainings. Thirdly, LLL opportunities need to be supported by National Qualifications System and establishing the new system needs to be supported by sectoral social dialogue.

Moreover, employees and employers of SMEs are constantly facing challenges posed by the need to acquire abilities for rapidly changing technology and innovation. This situation also reveals the fact that a huge share of Turkey's employees does not have any perspective to develop their skills and adaptability. In order to overcome this challenge, one of the main tools that will be used under this measure will be trainings in selected SMEs and capacity building for increasing training capacity of the social partners especially in growth centres.

Technological developments and innovations bring new approaches to the changing business and labour market conditions. In this respect, adaptability of employers and employees has a key role to increase their capability to the changes in economic circumstances, increasing globalization, closer economic integration and the increased pace of technological advancement. Lack of using latest technology in contemporary market conditions cause inefficiency for enterprises which creates negative effects on competitiveness. Furthermore, employees and employers of SMEs as well as those in agricultural sector are constantly facing challenges posed by the need to acquire abilities for rapidly changing technology and innovation. To solve this problem, investing in human capital by organizing necessary training programmes in order to increase employers' and employees skills is needed. Training capacities of social partners should be supported by training of trainers, consultancy services, awareness raising and other innovative activities for increasing the adaptability of employers, employees and enterprises. The career guidance in Turkey is not yet fully equipped to meet the demands of lifelong learning and labour market. Turkey needs to develop a carrier guidance service in a consistent system by different stakeholders such as schools, higher education institutions, public employment institutions and private and voluntary sectors. Research and Development (R&D), and innovation improving the technological infrastructure by investing human capital as well as know-how to integrate the new technologies to labour process should be supported.

LLL has also important role to sustain decent labour market. Basic skills acquired from the schools are not enough to meet today's business demand. To attract more people on the LLL, new and updated training programmes in the line with the National LLL Strategy should be developed in the light of latest development in the related sectors as well as improving the quality of non-formal trainings. In this framework reading and writing, scientific, technological, economic, social and cultural programs to make people acquire skills for increasing their employability and professional development. Developing a comprehensive new approach for valuing learning to establish ties between different learning context and learning forms and to facilitate access to individual pathways of learning would increase the LLL participation in Turkey. Innovative, coherent and comprehensive strategies for lifelong learning are required as well. In addition, establishing sound partnership networks between the stakeholders and institutions is also important. Besides this, increasing the capacity of a proper working institution which would set out the vocational and occupational standards in all over the country is one of the key targets of the LLL in Turkey. In addition to this, lack of guidance and career counseling system in the educational and employment areas is an important challenge for lifelong learning.

Description:

The first measure of this priority will focus on development of skills and competencies necessary for lifelong learning. This measure will be implemented in both Priority I and Priority II regions where appropriate and supporting NQS and VOC-TEST Centres/ Authorised Bodies by VQA.

The second measure of this priority will focus on adaptability of employees and employers, raising workplace-relevant skills and the competencies. Furthermore, providing training programmes to increase agricultural workers' adaptability according to the latest developments in the sector will be implemented under this priority as well.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisation without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Priority Axis.

Targeting:

This priority targets the following groups in the programme's target regions:

- Students and teachers in VET institutions
- Employees and employers in SMEs
- Social partners representing business life
- Unemployed adults particularly women

Measures:

1. To promote the development and implementation of coherent and comprehensive strategies for lifelong learning

The aim of this measure is to assist policy making, the building blocks for coherent and comprehensive strategies to provide basic skills and competences especially for disadvantaged persons and women, to improve quality of non-formal training in line with the LLL perspective. This measure also aims to support establishment of Occupational Standards Development, Vocational Knowledge and Skills Testing and Certification Centres (VOC-TEST) / Authorised Bodies by VQA as accredited bodies of occupational standard & qualification development, testing and certification under the monitoring and supervision of Vocational Qualifications Authority, to support the establishment and/or development of training accreditation institutions and accredited education and training institutions, to support the establishment of National Qualification System, to promote the linkage between LLL, education system and labour market

2. To increase adaptability of employees and employers by investing more in human capital

The aim of this measure is to improve the adaptability of employees in SMEs by facilitating the access for workers, in particular for low skill workers, to training; to improve adaptability of employers by designing and dissemination of innovative and sustainable forms of work organization, which support labour productivity and quality at

work; to increase training capacities of Social partners, NGOs, VET Institutions and public bodies.

Delivery:

Delivery Principles include:

- A clear demonstration of the relationship between the project and the strategic aims of the HRD OP
- A quantification of outputs and a statement of attainable goals
- The drafting of a properly prepared budget that includes co-financing
- Demonstration of linkage between activities and life-long learning opportunities for adults
- Demonstration of linkage between activities and adaptability of employees and enterprises
- Demonstration of the contribution of activities to the achievement of indicators at the level of HRD OP

Targets and Indicators:

- Number of participants certified and tested in terms of vocational knowledge and skills
- Number of Cumulative Occupational Standards and Qualifications endorsed by authorised bodies
- Number of participants certified on basic skills courses
- Number of Accredited Education and Training Institutions
- Number of teachers and experts having participated in the trainings to disseminate LLL culture
- Number of teachers trained on new methods of monitoring (including developing indicators), evaluation and measurement for LLL
- Number of people who found a job after completing an employability course

Source of EU contribution: IPA

Overall indicative budget of priority: 90.000.000 €

Financial share of priority within the Operational Programme: 16.14 %

Maximum IPA intervention rate: 85 %

MEASURE 3.1:

Promoting the development and implementation of coherent and comprehensive strategies for lifelong learning

Specific Objectives:

- To provide basic skills and competences especially for the disadvantaged and women
- To improve quality of non-formal training in line with the LLL perspective
- To develop a comprehensive new approach to valuing learning to build bridges between different learning context and learning forms and to facilitate access to individual pathways of learning.
- To strengthen the existing VET institutions for organizing VET courses in line with LLL strategies and according to the ECVET principles.

- To support establishment of Occupational Standards Development, Vocational Knowledge and Skills, Testing and Certification Centres (VOC-TEST)/authorised by VQA as accredited bodies of occupational standard and qualification development, testing and certification under the monitoring and supervision of Vocational Qualifications Authority.
- To support establishment and/or development of Education and Training Institutions (ETIs) in their delivering trainings in accordance with the National Occupational Standards and to support ETIs for being accredited in the National Qualifications System and for the establishment of their Quality Assurance structure
- To support training accreditation institutions
- To support the establishment of National Qualification System
- To promote the linkage between LLL, education system and labour market

Rationale:

This measure will contribute to promote the development of skills and competencies necessary for lifelong learning.

First of all, basic skills and competences are the foundations of lifelong learning and also of successful integration to the society and participation in the labour market. As explained in the socio-economic analysis, the number of illiterate women is at the highest level in Priority I Regions. Therefore, the first step for the integration of illiterate women living in these regions to the society and labour market is trainings on literacy and improving basic skills. This measure aims to provide disadvantaged target groups especially women with these basic skills in order to enable their integration to the labour market. Although the stress upon basic skills is decreased within the context of HRD OP because of the need to development of further skills, lack of even the basic skills is still a concern and activities addressing basic skills will continue to be funded under HRD OP.

Secondly, the success of LLL highly depends on a functioning National Qualifications System. The LLL opportunities should be supported by recognized qualifications and certificates to facilitate to enter into the labour market and to ease mobility in the labour market. The VQA established in 2006 is responsible for establishing and executing the national qualifications system in a trilateral dialogue as an affiliated body of MoLSS. Therefore, the recognition of the social partners of national qualifications is critically important for ensuring success of the system. Therefore, it is necessary to establish sectoral dialogue structures in all the NUTS II regions.

Besides, strengthening the existing VET institutions for organizing VET courses in line with LLL strategies and according to the EU's ECVET principles is important.

Description:

The thematic focus of this measure will be development of skills and competencies necessary for lifelong learning. In fact, non-formal trainings for increasing basic level of women for increasing their opportunities for lifelong learning, public education centres, facilitating fundamental reforms in the role, mission and functions of the MoNE and supporting National Qualification System and VOC-TEST /Authorised Bodies by VQA Centres by establishing dialogue among social partners at sectoral level will be focused under this measure.

Actions regarding facilitating fundamental reforms in the role, mission and functions of the MoNE and supporting National Qualification System and VOC-TEST Centres/Authorised Bodies by VQA will be implemented at national level.

The approach valid for the period 2007- 2013 is relevant also for 2012- 2013. The first component will be training activities in different formal and non-formal institutions provided by different actors, both the basic skills and further skills, with an emphasis on the latter.

The second component will be on educational institutions and centres, for example the Public Education Centres developing modular programmes and in-service trainings for the teachers on demanded areas will be provided under this measure.

The third component will focus on social partnership at sectoral level for supporting the establishment of National Qualification System.

Any innovative activity may be funded in this measure for improving the LLL culture in Turkey as well as strengthening the linkage between non-formal training and labour market.

“Partnership approach” in all actions under this measure will be used by taking into consideration contributions of social partners and private sector.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisations without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Measure.

Eligible Actions:

Actions which may be funded are:

- Providing trainings on basic skills and further development of basic skills for the adults particularly for women in formal and non-formal vocational institutions
- To facilitate fundamental reforms in the role, mission functions and capacity of MoNE, including significant decentralization to the level of provinces and schools in line with the NQS
- Supporting Vocational Qualifications Authority (VQA) and VOC-TEST Centres /Authorised Bodies by VQA in implementing a fully functional NQS complementary with European Qualifications Framework, establishing a system for measuring/evaluating the competencies that are comparable with international standards
- Supporting establishment and/or development of training accreditation institutions and accredited education and training institutions in line with NQS
- Continuing developing modular programs in VET institutions on needed and demanded subjects and implementing on the job trainings for instructors

- Establishing networks among formal and non-formal education providers, business life, NGOs and social partners providing courses for employability in line with LLL strategies
- Establishing a comprehensive framework supporting the overall transfer of qualifications and competencies, either between the levels of formal and non-formal education and training or across institutional and sectoral borders based on EQF and ECVET.
- Providing sectoral dialogue among social partners and relevant public bodies for the recognition of national qualifications
- Developing and adopting new methods of monitoring, evaluation and measurement for LLL and; training teachers to apply these new methods
- Developing methods and mechanisms for recognition of prior learning
- Developing a model to enable teachers to get technical training in the sector in order to disseminate LLL culture in the country and supporting the implementation of that culture
- Enhancing the guidance and career counseling system in the educational and employment areas including private employment agencies
- Increasing cooperation and coordination between relevant stakeholders to develop life-learning capacity
- Improving the capacity and functionality of the public education centres.

Selection Criteria:

- A clear demonstration of the relationship between the project and requirements for promoting the development of skills and competencies necessary for lifelong learning

Final Beneficiaries:

- MoNE
- ISKUR
- Council of Higher Education (YOK)
- VQA
- VOC-Test Centres/ Authorised Bodies by VQA
- KOSGEB
- Education and training institutions
- Social partners
- Relevant NGOs
- Local authorities
- Turkish Accreditation Agency (TURKAK)
- SMEs and private sector
- Individuals
- Development Agencies
- Other relevant institutions

Target Groups:

- Students and teachers in VET Institutions
- Illiterate adults especially unemployed women
- Unemployed adults particularly women
- Staff of MoNE
- Staff of VQA

Monitoring Indicators:**Total Public Expenditure** : 46.000.000 €(2007-2013)**EU Contribution** : 39.100.000€(2007–2013)**Maximum IPA Intervention Rate** : 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Number of participants certified and tested in terms of vocational knowledge and skills	0	0	1500 F: 500 M: 1000	MIS
	Number of Cumulative Occupational Standards and Qualifications endorsed by authorised bodies	0	286	500	MIS
	Number of participants certified on basic skills courses	0	2223	Total: 10000 Male: 3000 Female: 7000	MIS
	Number of accredited education and training institutions	N.A.	N.A.	10	MIS
	Number of people and experts/ staff having participated in the activities regarding the dissemination of LLL culture	NA	NA	2000	MIS

Output	Number of teachers trained on new methods of monitoring (including developing indicators), evaluation and measurement for LLL	0	N.A.	3000	MIS
Result	Number of people who found a job after completing an employability course	0	N.A.	300	MIS

MEASURE 3.2:

To increase adaptability of employees and employers by investing more in human capital

Specific Objectives:

- To improve adaptability of employees in SMEs by facilitating their access to training, in particular for low-skilled workers,
- To improve adaptability of employees and employers in the agriculture related sectors with due attention to the work carried out under IPA V
- To improve adaptability of employers in SMEs by designing and disseminating innovative and sustainable forms of work organization, which support labour productivity and quality at work,
- To increase training capacities of social partners, NGOs, VET Institutions and public bodies in order to establish capacity to facilitate adaptability of the employees and employers.

Rationale:

This measure aims at increasing adaptability of employees and employers in SMEs and agricultural sector, raising workplace-relevant skills and competencies.

Adaptability is the capacity of the labour market to adjust to changes in economic circumstances, increasing globalization, closer economic integration and the increased pace of technological advancement. The competitiveness and growth opportunities of small and medium-sized enterprises are strongly influenced by the skills, strategic thinking, and openness to innovation. Firstly, the main tool for improving adaptability for workers is training. There are many institutions like ISKUR, KOSGEB, General Directorate of Productivity of Ministry of Science, Industry and Technology, professional organizations and their umbrella institutions and other relevant public institutions and trade unions carrying out training programs for employees and

employers. However, the number of trainings and scope of training activities need to be extended in a systematic way. In this regard, innovative and modern training programmes to be developed in line with the changing labour and business conditions.

Secondly, it is essential to mobilize social partners to create a new partnership approach to the establishment of a new framework for modernization of work organization and to support their capacity building in training. The employees' and employers' trade unions will be supported for increasing their capacities to provide trainings to their members.

Description:

The thematic focus of this measure will be increasing adaptability of employees and employers in SMEs, raising workplace-relevant skills and the competencies.

SMEs under this measure may be selected among the SMEs that are operating in the selected sectors of the RC OP.

Under this measure, making analysis to determine specific training needs of employees and employers and providing trainings may be supported. New areas for training may be detected through surveys and analyses to constitute the basis for provision of training as well as other activities to be conducted under this measure.

Training capacities of the social partners may be supported under this measure. Training capacities of social partners will be supported by training of trainers, consultancy services, awareness raising and other innovative activities for increasing the adaptability of employers, employees and enterprises. These activities may be R&D and innovation improving the level of technological knowledge and ability to use the new techniques as well as know-how to integrate the new technologies to labour process. Furthermore, activities orienting to enhance university-business interaction to increase the R&D capacity of business community and better cooperation among academic, research and economic spheres may be supported. In this framework, innovative approaches shall be developed in order to provide know-how transfer between enterprises, employers and employees.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisations without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Measure.

Eligible Actions:

Actions which may be funded are:

- Carrying out complementary surveys of employees and employers for the specification of training demands in determined sectors

- Making analysis of local labour market demand and supply in sectors and assessing the training needs
- Developing continuous trainings for employees in SMEs by providing incentives to the employers
- Developing trainings for employers on the designation of innovative and sustainable forms of work organisations.
- Developing and organizing modernised training programmes for employers and employees who are working in agricultural- related sector
- Developing sustainable networks, such as databases, protocols between SMEs and continuous training centres and research centres of universities, public and private VET Institutions, NGOs, social partners, public bodies and enterprises
- Providing support for increasing training and consultancy capacity of social partners, universities, public and private VET Institutions, chambers of commerce and industry, NGOs, public bodies and enterprises
- Promoting activities for employers to invest more in human capital
- Supporting establishment of human resource department and R&D departments in companies
- Developing online based trainings for employees and employers
- Supporting institutionalization of family based companies
- Supporting innovation and improving the capacity of enterprises, employees and employers to increase their adaptability to global changes
- Developing various support mechanisms for enterprises to increase their investments into human capital (i.e. support for enterprises that invest in human capital)
- Enhancing university-business interaction to increase the R&D capacity of business community and to constitute better cooperation among academic, research and economic spheres
- Developing and adapting new methods of monitoring, evaluation and measurement of the level of adaptability of employers and employees.
- Improving sectoral dialogue for developing sectoral guidelines in order to raise the adaptability of employers and employees
- Facilitating know-how transfer between enterprises, employers and employees.
Supporting financial engineering instruments for enterprises

Selection Criteria:

- A clear demonstration of the relationship between the project and requirements for adaptability of employee and employers
- A clear demonstration of the relationship between the project and requirements for increasing training capacities of social partners
- Projects in the targeted sectors of RC OP will be given priority.

Final Beneficiaries:

- KOSGEB
- Ministry of Science, Industry and Technology
- ISKUR
- Educational institutions
- Social partners
- Ministry of Economy

- Ministry of Culture and Tourism
- Relevant public institutions
- SMEs and private sector
- Organised Industrial Zones (OIZs)
- Development Agencies
- Individuals
- Other relevant institutions

Target Groups:

- Enterprises
- Employees and employers in SMEs
- Social partners
- Continuous training centres and research centres of universities
- Public and private VET Institutions
- NGOs
- Public bodies

Monitoring Indicators:

Total Public Expenditure:	44.000.000 €(2007-2013)
EU Contribution:	37.400.000€(2007-2013)
Maximum IPA Intervention Rate:	85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Number of employees who participated in trainings on work organisations following training needs analysis	N.A.	N.A.	5000	MIS
	Number of employers who participated in trainings organized following a training needs analysis	N.A.	N.A.	3500	MIS

Number of institutions which benefited from consultancy services on the improvement of adaptability	N.A.	N.A.	200	MIS
Number of employers improved their work organisations, technique etc.	N.A.	N.A.	1750	MIS
Number of employees who increased their work-related knowledge skills and abilities	N.A.	N.A.	80% of those who participated to activities	MIS

3.1.4. Social Inclusion

PRIORITY AXIS – 4:

To promote an inclusive labour market with opportunities for disadvantaged people, with a view to their sustainable integration into the labour force and combat all forms of discrimination in the labour market

Aim:

The aim of this priority is promoting inclusion of disadvantaged persons into labour market by facilitating their access to labour market and social protection, and by eliminating the barriers in accessing the labour market.

Specific Objectives:

- To facilitate sustainable integration of the disadvantaged into the labour market
- To improve the functioning and coordination of institutions and mechanisms in the field of labour market and social protection, particularly in order to facilitate the integration of disadvantaged persons into the labour market.

Rationale:

Increasing the employability of disadvantaged persons, eliminating the barriers for disadvantaged persons in access to labour market and facilitating their access to public employment and social protection services are prerequisites for an inclusive labour market.

In terms of service providers, on the other hand, common problems encountered are limited scope of the services provided to target groups, inadequate policy making capacities and lack of coordination between institutions, policies and practices.

Facilitating access to labour market and providing equal opportunities are important for those, who are out of the labour market. Supporting disadvantaged persons through public employment and social protection services will facilitate their inclusion into the labour market. Since employment is the main factor for elimination of poverty and social exclusion, this will also have a positive impact on the efforts to combat poverty. Moreover, ensuring better coordination and cooperation among all relevant actors is necessary not only for improving the coverage of services provided but also for increasing the quality of services provided.

Decreasing regional disparities through improving the quality of services, increasing access of people to those services as well as disseminating the activities and services to both the Priority I and Priority II Regions are crucial for improving the opportunities of disadvantaged persons in the labour market which will lead to positive developments in terms of social inclusion.

Description:

Activities under this priority will be based on a holistic approach; activities will complement each other in a way that labour market participation of the disadvantaged persons will be ensured through necessary supportive activities such as rehabilitation, basic skill development, mobile-service, one-stop offices, integration of services provided by various institutions, closer ties with relevant NGOs and bodies of local government. Since majority of the disadvantaged persons need special care and treatment, activities under this measure will be realised by taking the specific situation of those people. Also, when needed, the services will be taken directly to the residence of the disadvantaged persons, for example for the disabled persons, the elderly or the drug addicts. Family members of the disadvantaged persons who are the target group of the activities, where applicable will also be included in the activities when needed since this is expected to help taking a positive result in a shorter period of time. Educational staff such as teachers, school managers; local authorities and legal staff will also be contacted to reach the disadvantaged persons, collect all the necessary data and take the right steps for their labour market and finally social inclusion. Children working on the streets will be contacted through their families, schools, friends, police or *zabita* and any other relevant actors to know their working condition and specific needs; reasons making the children will be detected and activities focusing at those reasons will be supported.

In line with the holistic approach, this priority will support specific ALMPs for disadvantaged persons aiming at their integration to labour force and will develop and promote actions related to specific rehabilitation programmes, counseling and guidance services for disadvantaged persons in relation with employment and social protection services taking into account the labour demands especially at the local level. Since difficulties in accessing ALMPs is a common concern for the target groups both in the Priority I and Priority II Regions, so it is aimed to disseminate ALMPs and ease the access of the target groups.

Exact information and reliable data on the situation of the disadvantaged persons in the NUTS II level is not available. The figures on labour market situation of people with disabilities, ex-prisoners, ex-convicts are available only for those who are registered to ISKUR. So, qualitative and quantitative analysis may be eligible for detecting the situation of the disadvantaged persons as a basis to the activities to be conducted under this priority axis. It is even more difficult to reach data about various issues such as population, education level, labour market situation, income level of the Roma citizens, children working on the streets, IDPs, people who are in poverty or at risk of poverty, homeless people, or the women victims of violence.

New target groups have been integrated with a broader conceptualization of being disadvantaged and specific activities in line with the unique needs of those groups will be supported.

The priority will also contribute to implement Turkey's recent initiatives for Roma citizens' inclusion.

Individual grant will be provided under this Priority Axis, on the basis of the eligibility criteria.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisations without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Priority Axis.

Targeting:

This priority aims at promoting inclusion of disadvantaged persons with limited access to labour market. The disadvantaged persons can be identified as;

- People with disabilities,
- People who are in poverty or at risk of poverty, including those living in *gecekodu* areas
- Internally displaced persons (IDPs)
- Ex-prisoners, ex-convicts, convicts and prisoners
- Roma citizens
- Working children and their parents
- Children at risk of poverty and children in need of protection as referred to under part 2.1.1.3.3.6.
- Working children and their parents
- Other disadvantaged persons as appropriate (i.e. drug addicts, women suffering from domestic violence, people living in shelters, single parents, homeless people, seasonal agricultural workers and their children, elderly people, “Travellers”, etc.)
- Employers and other employees at the workplace

Also:

- Staff of relevant public institutions, relevant NGOs, local administrations,

The institutions related with this priority are:

- MoLSS
- MoNE
- Ministry of Interior
- Ministry of Justice
- Social Security Institution
- ISKUR
- TURKSTAT
- Ministry of Family and Social Policies
- Ministry of Health
- Individuals
- Ministry of Youth and Sport
- The Union of Municipalities of Turkey
- Housing Development Administration (TOKI)
- KOSGEB
- Social partners
- NGOs
- Local Authorities / Municipalities – Governorships
- Development Agencies
- SMEs and private sector
- Universities
- Other relevant institutions

Measures:

1. To increase the employability of disadvantaged persons, facilitate their access to labour market, and eliminate barriers for their entrance into the labour market

The aim of this measure is to promote inclusion of disadvantaged persons into labour market through providing them more efficient and specific ALMPs and social protection services, increasing awareness for the services available, and eliminating the barriers in access to employment.

2. Better functioning and coordination among the institutions and mechanisms in the field of labour market and social protection particularly in order to facilitate the integration of disadvantaged persons into the labour market.

The aim of this measure is to improve the institutional capacity of public service providers in their employment-related services and the functioning of existing mechanisms, to ensure better coordination among them, and better linkage between central and regional/local authorities.

Delivery:

- A clear demonstration of the relationship between the project and the strategic aims of the HRD OP

- Demonstration that the promoter of the project fulfils competency requirements
- Quantification of outputs and a statement of attainable goals
- Existence of a properly prepared budget that includes co-financing
- Demonstration how horizontal issues have been taken into account
- Demonstration of linkage between activities and social inclusion of targeted groups
- Demonstration of the contribution of activities to the achievement of indicators at the level of HRD OP

Targets and Indicators:

- Number of disadvantaged people having participated or directed to public employment , guidance and rehabilitation services
- Number of actions for elimination of stereotypes and prejudices against disadvantaged persons
- Number of awareness raising activities for informing disadvantaged people about means to access public services
- Number of disadvantaged persons entered into labour market following the services under the measure
- Number of disadvantaged people established their own job after benefiting from the services
- Number of staff of social protection institutions and other relevant institutions who participated in trainings on services related to the disadvantaged persons
- Number of common monitoring and analysis system established
- Number of disadvantaged persons registered to central database, monitoring and analysis systems
- Number of disadvantaged people accessed to services through central database, monitoring and analysis systems

Source of EU contribution: IPA

Overall indicative budget of priority: 111.043.621€(2007- 2013)

Financial share of priority within the Operational Programme: 20 %

Maximum IPA intervention rate: 85%

MEASURE 4.1:

To increase employability of disadvantaged persons, facilitate their access to labour market, and eliminate barriers for their entrance into labour market

Specific Objectives:

- To increase employment and labour force participation rate of disadvantaged persons
- To facilitate disadvantaged persons' access to labour market
- To eliminate barriers for disadvantaged persons' entrance into labour market

Rationale:

The main reason for disadvantaged persons having higher unemployment rates than average is because these people generally do not have the required skills, which leads to their exclusion

from the labour market. In Turkey, disadvantaged persons face difficulties in accessing the labour market due to, among others, lack of information about available services, prejudices against them, and lack of efficiency of public services. This also causes long term unemployment of disadvantaged persons.

By this measure; employment and labour force participation rate of disadvantaged persons, their access to labour market will be increased and barriers for their entrance into labour market will be eliminated through actions aiming to improve their skills by ALMPs, special rehabilitation programmes, awareness raising on how to benefit from these services and how to claim their rights; combating prejudices against them, and promoting employment of the disadvantaged persons.

All activities will be linked to the labour market. All beneficiaries falling under the target group will be registered to the databases of public employment services.

Families, local authorities, educational staff, health personnel, public institutions, NGOs and other actors will be contacted and included in the activities when needed.

A systematic approach will be established where services follow a complementary pattern including all these steps: Identification of problems which disadvantaged persons face, providing health, nursing and rehabilitation services, education, employment, job placement services and monitoring.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisations without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Measure.

Eligible actions:

Actions which may be funded are:

- Conducting qualitative and quantitative research on disadvantaged persons including mapping activities with a view to guide the operations to be implemented under this measure
- Implementing facilities and activities for increasing the adaptability of the disadvantaged persons that will increase their to integration to the labour market
- Personalized ALMPs for all groups of disadvantaged persons aiming at increasing their employability
- Rehabilitation programmes for disadvantaged persons with a view to facilitating their access to labour market
- Awareness raising actions for elimination of prejudices and discrimination against disadvantaged persons

- Awareness and consciousness raising actions for informing disadvantaged persons about means to access public services
- Provision of education, personalized guidance, counseling and job matching services for disadvantaged persons
- Limited online trainings for disadvantaged persons with an employment perspective.
- Supporting establishment of training centers especially in “*gecekondu*” areas that will contribute to the employability and labour market integration of disadvantaged persons
- Training the staff of regional and central institutions in answering the specific needs of disadvantaged persons especially in labour market
- Supporting entrepreneurship activities

Selection Criteria:

- A clear demonstration of the relationship between the project and requirements for the creation of new jobs for those in danger of social exclusion or the retention of existing ones
- A clear demonstration of the relationship between the project and requirements for the social integration of specific groups and for equal opportunities.

Final Beneficiaries:

- MoLSS
- MoNE
- Ministry of Interior
- Ministry of Justice
- Ministry of Health
- Ministry of Youth and Sport
- Social Security Institution
- ISKUR
- Ministry of Family and Social Policies
- Social partners
- Development Agencies
- SMEs and private sector
- Individuals
- Universities
- Relevant NGOs
- Other relevant institutions

Target Groups:

- People with disabilities,
- People who are in poverty or at risk of poverty, including those living in *gecekondu* areas
- Ex- prisoners, ex- convicts, convicts and prisoners
- Internally displaced persons (IDPs)
- Working children and their parents
- Employers and other employees at the workplace
- Roma citizens

- Children at risk of poverty and children in need of protection
- Other disadvantaged persons as appropriate (i.e. drug addicts, women suffering from domestic violence, people living in shelters, single parents, homeless people, seasonal agricultural workers and their children, elderly people, “Travellers”, etc.)

Monitoring Indicators:**Total Public Expenditure:** 79.043.621€(2007-2013)**EU Contribution:** 67.187.077€(2007-2013)**Maximum IPA Intervention Rate:** 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Number of disadvantaged people having participated or directed to public employment, guidance, counseling and rehabilitation services	N.A.	N.A.	30000	MIS
	Number of actions for elimination of stereotypes and prejudices against disadvantaged persons	N.A.	N.A.	50	MIS
Output	Number of awareness raising activities for informing disadvantaged people about means to access public services	N.A.	N.A.	60	MIS
Result	Number of disadvantaged persons entered into labour market following the services under the measure	N.A.	N.A.	10000	MIS

	Number of disadvantaged people established their own job after benefiting from the services under this measure	N.A.	N.A.	50	MIS
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MEASURE 4.2:

Better functioning and coordination among the institutions and mechanisms in the field of labour market and social protection particularly in order to facilitate the integration of disadvantaged persons into the labour market.

Specific Objectives:

- To improve the institutional capacities of public service providers to disadvantaged persons in their employment related services, and the functioning of existing mechanisms,
- To ensure better coordination among public service providers to disadvantaged people, including between central and regional/local authorities and in cooperation with NGOs, in employment related services

Rationale:

Services and institutions for disadvantaged persons vary according to needs of these people and needs at national and local-regional level. The services and policies for disadvantaged persons are regulated by different legislation to be implemented via several institutions mostly organised at national and local levels.

In terms of service providers, common problems are the limited scope of services, inadequate policy-making capacities and lack of coordination between institutions providing mostly the same services for the same disadvantaged persons. On the other hand, target groups are identified differently by each institution according to their respective policies and legislation regulating the institution. As there is no common definition and no common objective criteria for benefiting from these services, several problems occur in the implementation phase. On the other hand, NGOs work actively to defend the rights of disadvantaged persons. However, their contribution is not sufficient in terms of their relatively weak institutional capacity and the need to enhanced cooperation between themselves and with other public and private institutions. Thus all these problems lead to insufficient services and inefficient use of resources.

Description:

This measure aims to ensure better functioning and improve coordination among the existing institutions and mechanisms in the field of labour market and social protection particularly in order to facilitate the integration of disadvantaged persons into the labour market. The services and definitions for disadvantaged persons vary due to the existing policies and implementations

of different public institutions, NGOs and local authorities working in the field of social protection. The services as regards social protection and employment of disadvantaged persons include a wider field and this requires better functioning and improved mechanisms at the first instance at central level but then also at local level among the existing institutions, NGOs and local authorities. Besides, better functioning and improved mechanisms will result in more efficient and qualified services, efficient use of resources and providing services to more people in a wider scope.

Better functioning of and improved mechanisms among the existing public bodies and NGOs require increasing the quality of services, establishing common databases and ensuring regular data collection to have crosschecks for the efficiency and quality of services. Moreover, it also requires the prevention of misuse of services and resources, as well as ensuring better skilled staff.

Targets in both output and result indicators will be measured only at the level of IPA measures only.

Priority I and Priority II Regions will be covered in complementarity approach, when applicable. Good practices, systems, mechanisms and tools will be disseminated to other provinces and regions.

Cooperation with international organisations in the implementation of the HRD OP is envisaged. Participation in the award of procurement and grant contracts financed under the programme shall be open to international organisations. A direct grant may be awarded to an international organisation without prior call for proposals only in the cases set out in the Financial Regulation and its Implementing Rules (see article 168 of the Implementing Rules), and in the related provisions of the PRAG.

In addition, pursuant to article 159 of the IPA Implementing Regulation, the HRD OP may finance expenditure related to an operation which comprises contributions to support financial engineering instruments.

Individual grant may be provided under this Measure.

Eligible actions:

Actions which may be funded are:

- Staff training on provision of quality public employment and social protection services to disadvantaged persons
- Improving a common database, monitoring and analysis systems at central/local level where the flow of information from all existing databases with regard to situation of disadvantaged persons vis-à-vis the labour market (registration to social insurance and health system, benefiting from social services or not, education level, age, vocational skills etc.) will be consolidated in one database. (This common database will be used by all relevant institutions including NGOs and local authorities in order to make cross-checks and to increase the efficiency of services and resources and also preventing misuses.)
- Staff training on the formation, usage and implementation of common database
- Creation of partnerships in central and local levels among public employment institutions, social protection institutions, NGOs, social partners and local administrations

- Staff training in order to establish better relationships and provide qualified services for disadvantaged persons.
- Supporting establishment of mobile teams that will contribute to access of disadvantaged groups to public services, who especially live in “*gecekondü*” areas
- Awareness raising activities for the disadvantaged persons on the services provided to them and for the employers in order to combat with prejudices and stereotypical approaches Increasing capacity of service providers in terms of implementing and monitoring
- Improving the capacity of relevant staff on data collection and statistical analysis

Selection Criteria:

- A clear demonstration of the relationship between the project and requirements for the development of better functioning of social protection services
- A clear demonstration how established mechanisms will be linked to the labour market

Final Beneficiaries:

- MoLSS
- Ministry of Family and Social Policies
- Social Security Institution
- Ministry of Youth and Sport
- Ministry of Interior
- ISKUR
- Relevant NGOs
- Local administrations
- Ministry of Health
- MoNE
- Social partners
- Development Agencies
- SMEs and private sector
- Individuals
- Other relevant institutions

Target Groups:

- Staff of relevant public institutions, relevant NGOs, employers, local administrations, etc.
- At the disadvantaged persons covered under this Priority Axis

Monitoring Indicators

Total Public Expenditure: 32.000.000€(2007-2013)

EU Contribution: 27.200.000€(2007-2013)

Maximum IPA Intervention Rate: 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Number of staff of social protection institutions and other relevant institutions who participated in trainings on services related to the disadvantaged persons	N.A. (There are no meaningful data. Data will be collected when the measure is implemented)	N.A.	3000	MIS
	Number of common monitoring and analysis system established	N.A.	N.A.	1	MIS
	Number of disadvantaged persons registered to central database, monitoring and analysis systems	683.269 disadvantaged persons in SSI database in NUTS II level 161.097 disadvantaged persons in SYDGM project database. 20.626 people with disabilities in the database of Administration for Disabled in NUTS II regions.	N.A.	3.000.000 disadvantaged persons	MIS
Result	Number of disadvantaged people accessed to services through central database,	N.A. (Data will be collected when the measure is implemented)	N.A.	2.500.000	MIS

	monitoring and analysis systems				
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3.2. PRIORITY AXIS 5: TECHNICAL ASSISTANCE

Aim

To improve the coordination, control and implementation of HRD OP and to assist the Operating Structure and relevant institutions in the further programming, monitoring, evaluation and implementing tasks.

Specific Objectives

- Strengthening the necessary capacity at central level to efficiently develop, implement, evaluate, monitor and control the IPA funds in the period 2007-2013 within the framework of HRDOP and improving the information about the ESF structures and best examples, providing assistance in the transition to Decentralised Management without Ex-ante controls of the EU Delegation.
- Increasing the absorption capacity of the final beneficiaries and administrative capacity of stakeholders including the social partners which may get more responsibilities in the upcoming period.
- Increasing the information and public awareness with respect to the preparation for and effective use of the IPA funds in Turkey in line with the HRDOP.

Rationale

Effective and efficient use of IPA funds needs serious absorption and administrative capacity both at central and local levels. There are three pillars of the capacity building process for IPA.

Firstly; the Operating Structure has to have strong administrative capacity which includes high quality of human resources and technical infrastructure and equipment in order to ensure better management for the IPA funds. Furthermore, there is a necessity to receive consultancy services in order to conduct evaluations by an independent authority until the Operating Structure has enough capacity to conduct it itself accurately. Secondly; the main stakeholders who are likely to undertake more responsibilities in the IPA process should be able to harmonize its own structures and human resources with the possible upcoming needs. Lastly, absorption capacity of the final beneficiaries should be increased in order to have sound project pipelines.

Moreover, it is very important to publicise all steps of the 2007-2013 programming period in order to achieve public awareness on the works that will be done. It is also a useful tool for raising the importance of horizontal issues among people.

Description

Technical assistance will support the implementation of the OP in order to maximize the impact of the programme through establishment of efficient implementation arrangements. In order to

ensure an effective management and administration of the programme, activities under this priority will include capacity building and facilitation, network development, assisting the HRD Sectoral Monitoring Committee in its tasks, selection of project applications, provision of advice and guidance, training of the experts, monitoring, publicity and visibility, evaluation, preparation of strategies and annual reports, partnership buildings, research, studies and dissemination activities.

The priority will also support the implementation of horizontal principles by providing information and training for the members of the relevant organisations and bodies involved in the implementation process. Monitoring related to equal opportunities between women and men, will, as a horizontal issue, require the development of guidelines and appropriate indicators, as well as research and studies, and training and information activities.

Activities aimed at strengthening the capacities of beneficiaries (including NGOs) as well as the facilitation of partnership and co-operation between all the relevant national and local players acting in the field of employment, education and training, and combating poverty and social inclusion will also be supported. In addition, technical assistance activities will include evaluation activities as well as the preparation of studies and analysis.

Measures

- Measure 1: Support for Management, Implementation, Monitoring, Control, Evaluation and Dissemination Activities
- Measure 2: Support for Development of Absorption Capacity of Final Beneficiaries
- Measure 3: Information and Publicity Activities

Delivery of Priority

This priority will be delivered by provision of training, consultancy and expertise, technical equipment, support for setting up and/or improving of computerized system for the Operating Structure and the main stakeholders, expert support for selection and assessment of applications, financing the activities of the monitoring of the programme and Monitoring and Project Selection Committees, providing funds for information, dissemination and promotion activities and expert support for the monitoring and evaluation activities.

Source of EU contribution: IPA

Overall indicative budget of priority: 32.604.017€(2007- 2013)

Financial share of priority within the Operational Programme: 5.8 %

Maximum IPA intervention rate: 85 %

Measure 1:

Support for Programming, Management, Implementation, Monitoring, Control, Evaluation and Dissemination Activities

Specific Objectives

The main aim of this measure is to provide support to the OS in different steps of the IPA process and to increase the capacity of the relevant central and local partners in the related issues.

Rationale

The implementation, management, monitoring, evaluation and control of the IPA Funds utilisation require an extensive and professional administrative framework. This applies both to the HRD OP Operating Structure within the MoLSS, and the institutions involved in the HRD OP implementation.

MoLSS should have strong capacity both in terms of human resources and technical information not only to manage all the process but also to feed the Finance and Contracting Unit (FCU) because of the fact that it is decided that every Operating Structure will have its own FCU after a transition period in order to ensure better management of IPA funds.

Moreover it is clear that there is a strong need for knowledge accumulation and proactive approach for the possible future use of European Structural Funds by Turkey following accession to the EU. However activities regarding transition from IPA to ESF should not overlap with the activities under IPA Component I. This will include support for establishing a fully-fledged OS carrying out the functions as per Article 28 of IPA implementing regulation Other assistance and capacity building provided to the institutions involved in the implementation of Component IV will be covered under Component I, providing it is acquis-related and reflects Accession partnership priorities.

Description

Within the framework of this measure there will be 5 headings in which related activities will be carried out; project selection and assessment, programming and management, monitoring – evaluation and control, establishment and maintenance of ICT-MIS and assistance for accreditation process and transition from decentralised management with ex-ante controls to decentralised management without ex-ante controls.

Eligible Actions:

Project Selection and Assessment

- Providing expertise for development of project selection criteria
- Supporting project selection and assessment process by giving trainings to the members of the Monitoring/Project Selection Committee
- Covering expenditures, related with selection and assessment (if necessary by external assessors) of projects co-financed under the Programme
- Providing support for the development of project selection manual / guidelines, checklist templates and selection grids and training of assessors, building upon already existing materials
- Providing support for the preparation of calls for operation and calls for proposals documents

Programming and Management

- Providing assistance in the central, regional and local levels for improving project management capacities.
- Conducting training need analysis including surveys covering all relevant institutions and social partners

- Interpretation, translation – to ensure a smooth relationship and a high quality of operation with the partners involved in the implementation of the HRD OP, all the mentioned actions, if relevant, will be accompanied by interpretation and translation activities financed by the HRD technical assistance measure
- Awareness raising and networking activities for the coordination of the relevant stakeholders.
- Training of the experts and staff of the relevant institutions at central level on the programming and management, tendering and contracting tasks.
- Development of a Mainstreaming Strategy in order to carry over the lessons learned in the current programming period for the next programming periods as well as disseminating them from Priority I RegionsI to national level.

Monitoring, Evaluation and Control

- Providing “assistance for improvement” and “training for development” of monitoring and evaluation indicators
- Expenditures related with monitoring of operations co-financed under the Programme
- Expenditures of meetings of the Monitoring Committee (and, if relevant, its subcommittees or working groups), including costs for translation and interpretation. This expenditure may also include the costs of experts and other participants in such committees
- Conducting evaluation activities regarding the implementation of HRD OP
- Performing audits, on-the-spot checks of operations, monitoring visits.
- Preparation of monitoring manuals building upon the existing ones.

Establishment and maintenance of ICT – MIS

- Establishment, improvement and maintenance of MIS for the HRD OP Operating Structure, built upon previously established MIS. The MIS should be co-ordinated and complementary with MIS of different OS and the Ministry of Development as the Strategic Coordinator.
- Acquisition and installation of computerised systems for management, monitoring and evaluation.
- Installation and upgrading of the computerised monitoring system, taking into account specific characteristics of the HRD OP measures;
- Brief trainings on central and local levels on the usage of MIS
- Providing technical support and equipment in order to provide and improve the security of the ICT/MIS.

Assistance for accreditation process and transition from decentralised management with ex-ante controls to decentralised management without ex-ante controls

- Assistance on preparation for documents necessary for accreditation process
- Training for the staff of the Operating Structure to improve their knowledge and practice of IPA.
- Assessment of IPA structure and gap analysis for transition to decentralised management without ex-ante controls

Monitoring Indicators

Total Public Expenditure : 17.641.661€(2007-2013)
EU Contribution : 14.995.410€(2007-2013)
Maximum IPA Intervention Rate : 85 %

Type of Indicators	Type of Indicators	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Minimum number of trainings for the staff of the Operating Structure related to improvement of knowledge and practice of IPA.	N.A.	20	500	MIS
	Minimum number of trainings for OS staff to improve their knowledge on the IPA and ESF	N.A.	7	20	MIS
	Minimum number of evaluation activities	N.A.	1	3	MIS
	Minimum number of prepared analyses, studies, strategy papers, manuals etc.	N.A.	19	24	MIS

*The numbers indicated under “Achieved (2012)” are based on the outputs and results of the Technical Assistance Project being implemented under 5.1 Measure.

Measure 2:

Support for development of absorption capacity of final beneficiaries

Specific Measures

The main aim of this measure is to improve absorption capacity of the final beneficiaries in order to develop a project pipeline in the framework of HRD OP.

Rationale

Lack of necessary information at the local level and accordingly lack of concrete project pipeline is a challenge to get maximum benefit from IPA funds.

Furthermore, there is a need for training and support for developing project related documentation and managing projects at the local level.

Description

The main types of activities for this measure are provision of expertise, training and consultancy services necessary for the abovementioned goals.

Eligible Actions:

- Capacity building and project generation activities (trainings, workshops, best examples etc.) and development of project pipelines for the HRD OP 2012- 2013 priorities and measures as well as for the upcoming programming period
- Providing training and assistance for the experts and staff of the relevant institutions, including social partners, at national, regional and provincial levels for the improvement of project management capacities.
- Providing training and assistance for the integration of horizontal issues (gender equality, sustainable development and environmental protection etc.) into the project documents
- Training on the preparation of supplementary documents for the projects
- Training of the experts and staff of the relevant institutions at regional and local level on the tendering, contracting and contract management, grant schemes, PRAG rules, etc.
- Providing technical assistance for final beneficiaries regarding designing operations.
- Providing training and assistance for the relevant institutions, at national, regional and provincial levels on establishing sustainable structures on project implementation under HRD OP.

Monitoring Indicators

Total Public Expenditure: 7.654.236 €(2007-2013)

EU Contribution: 6.506.100€(2007–2013)

Maximum IPA Intervention Rate: 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Minimum number of capacity building activities (trainings, workshops etc.)	N.A.	64 (46 trainings, 9 workshops, 8 consultation meetings, 1 coordination meeting)	130	MIS

* The numbers indicated under “Achieved (2012)” are based on the outputs and results of the Technical Assistance Project being implemented under 5.2- 5.3 Measure.

MEASURE 3:

Information and publicity activities

Specific Objectives

The objective of this measure is to assist the implementation of obligations arising from Article 62 of IPA Implementing Regulation concerning the promotion of the HRDOP and its operations and informing entities interested in receiving support from the HRDOP, as well as the general public, about the opportunities provided by the assistance and its outcomes.

Rationale

In order to make the public more aware about the assistance given under the HRDOP, information about the Programme should be disseminated to the all interested parties and effective information distribution channels should be established by the Operating Structure.

Description

Under this measure, partners, potential and final beneficiaries of the HRDOP operations will be informed about the content, selection criteria and eligibility rules of the assistance offered by HRDOP through information events (such as conferences, seminars, fairs and exhibitions), publications (such as booklets, leaflets, brochures, reports, newsletters), electronic means (websites, databases, computerised digital media systems), audio-visual systems and developing a communication plan for the upcoming events.

Eligible Actions:

- Development of HRD OP website and database for potential beneficiaries;
- Preparation and dissemination of information materials, brochures, reports, newsletters and project collections, in particular on “best practices”, for the general public as well as potential and final beneficiaries;
- Organization of publicity events such as conferences, seminars, fairs and exhibitions;

- Organization of information events on horizontal issues (gender equality, sustainable development and environmental and historic preservation etc.)
- Specific information activities targeting regional and local authorities as well as other competent public authorities, social partners and business circles, non-governmental organisations as well as potential beneficiaries.
- Acquisition and installation of computerised digital media systems and audio-visual equipment for information and publicity.
- Providing support for developing a communication plan.
- Activities to disseminate outputs of the HRD OP programme at national level.

Monitoring Indicators

Total Public Expenditure: 7.308.120€(2007-2013)

EU Contribution: 6.211.900€(2007-2013)

Maximum IPA Intervention Rate: 85 %

Type of Indicators	Indicator	Baseline (2006)	Achieved (2012)	HRD OP Target (2017)	Source of Verification
Output	Minimum number of information events (seminars, workshops etc.)	N.A.	8 (3 focus group meetings 2 project outputs fairs 2 conferences 1 photo competition and exhibition)	90	Sectoral Annual Report, MIS, reports of technical assistance projects

*The numbers indicated under “Achieved (2012)” are based on the outputs and results of the Technical Assistance Project being implemented under 5.2- 5.3 Measure.

3.3. HORIZONTAL ISSUES

The Operational Programme implementation will contribute to the fulfilment of the main horizontal principles of the IPA support for the period 2007-2013, in line with the MIPD for Turkey. These include:

- Equal Opportunities for Men and Women – a mandatory integral part of all policies and practices financed under the structural support;
- Sustainable Development and Environmental Protection
- Participation of Civil Society
- Geographic, Sectoral and Thematic Concentration
- Concerns of Disadvantaged persons
- Good governance.

Horizontal priorities that will be supported as cross-cutting themes are participation of civil society, participation in EU programmes, a high degree of protection of the environment and history, mainstreaming of climate change considerations, equal opportunities for men and women, support to disadvantaged and vulnerable groups as well as the development of good neighbourly relations.

All stated principles have been transversally incorporated in the drafting of the Operational Programme. They will also be integrated in the implementation of the OP and will be reported upon through monitoring and evaluation systems.

All measures under the priority axes may be supported by peer learning activities as well as sharing of know-how with the EU member states.

3.3.1. Equal Opportunities for Men and Women

Gender equality is of substantial importance for general EU policies, and Operational Programmes. The Integrated Guidelines for Growth and Jobs 2005-2008, as well as the Community Strategic Guidelines 2007-2013, being an integral part of the Lisbon Strategy, point out that anti-discrimination and support to gender equality are crucial to achieving the goals of full employment, increased economic activity and reduced unemployment. In this context, the main goal under this horizontal priority is to ensure the principle of gender equality at all stages of the project cycle management – programming, design, implementation, monitoring and evaluation.

Gender equality is a horizontal issue taken into account in each HRD OP priority axis. It is also dealt with specifically under measure 1.1 as regards to women's participation to labour market and measure 2.1 as regards to increasing the enrolment rate of girls. Besides, all actions aimed at enhancing economic activity, employment, education, qualification and social inclusion contain elements of gender equality and are in compliance with principles of gender equality in all phases of the project cycle.

Ensuring gender equality in preparation and implementation phases of the Operations is an issue to which particular attention is paid. The HRD OP has been revised accordingly.

Particularly, Promoting Women's Employment (PWE) Operation addresses gender equality in labour market participation and employment. Also, PYE- I and IER –I Operations have been implemented by a gender- sensitive approach. All of the Operations attempt to decrease the strength of prejudices and discrimination that women suffer when accessing the labour market. Equal participation of women and men will be secured through appropriate information and publicity materials, in the design of operations/ projects and access to the opportunities they offer and through early monitoring of the composition of the partnerships under the grant schemes. Number and percentage of women benefiting from project activities, which can be expressed as the situation with regards the output and result indicators, is one of the most important signs of the importance given to women participation to education, employment and social inclusion. In 2010, gender disaggregated data has been collected on various indicators determined in the OP such as the women participated in vocational courses, number of women trainees having completed the courses, etc.

In order to guarantee that the OS has the capacity to effectively implement the principle of equal opportunities, the following procedures are to take place:

- In the monitoring and reporting of the HRD OP implementation, data on monitoring and evaluation indicators will be broken down, where appropriate, by gender.
- The principle of equal opportunities is to be monitored and evaluated at the levels of the individual project, of the particular operational objective and relevant priority axis.

- Project selection criteria regarding to individual projects are determined with an integrated equal opportunities approach valid for each priority axis and measure.
- Special studies and assessing the effectiveness and impact of horizontal principles, including equal opportunities;
- Trainings on the role of principle of equal opportunities in the context of the HRD OP. These trainings will target participants at different levels – Operating Structure, target groups, Monitoring Committee members, the social partners, NGOs, final beneficiaries;
- Development and dissemination of various best practices manuals and core principles of equal opportunities;
- Consulting beneficiaries on forms and ways to incorporate the principle of equal opportunities in their proposals;
- Incorporating the principle of equal opportunities in the process of selection and award of projects/activities to be funded under HRD OP.

3.3.2. Sustainable Development and Environmental Protection

The term ‘sustainable development’ means development addressing current needs, without harming the potential for satisfying the needs of future generations. Sustainable development will be achieved, with the correct use and management of the available resources.

Sustainable development focuses to a large extent on problems related to the restrictions in the field of nature conservation and the protection of the natural resources. One should, however, keep in mind the existing economic and social barriers, such as long-term recession or poverty and social exclusion. The activities aiming to ensure sustainable development must take into consideration both the well-being of the natural environment and of the society and the economy as well as their reciprocal influences. A more efficient exploitation of the available resources is also an opportunity to develop entrepreneurship and improve competitiveness. The education and training co-financed from the resources of the IPA Fund will contribute to the achievement of sustainable development and the strengthening of the long-term protection. The HRD OP takes sustainable development and environmental protection as horizontal issue that should be taken into consideration in each measure and therefore is looking among its project selection criteria how horizontal issues have been taken into account.

Sustainable development and environmental protection have been also pointed out in the designing and implementation phases of the Operations under HRD OP. Regarding the grant schemes, in the project selection process, the concern for sustainable development and protection of environment was considered as an asset.

Also, relevant institutions and social partners have been supported under the technical assistance priority of the HRD OP in order for them to integrate sustainable development and environmental protection into their operations.

Final Beneficiaries (Project Promoters) will be asked how they will ensure that there will be no negative impact on environmental issues. Relevant institutions and social partners will be supported under the technical assistance priority of the HRD OP in order for them to integrate sustainable development and environmental protection into their operations.

3.3.3. Participation of Civil Society

Social partners have been involved in the preparation process of the HRD OP from the very beginning. The Operational Programme is based on strategy documents (JIM, JAP, and LLL) which have been drafted with the involvement of the civil society. Furthermore social partners were involved in the drafting process from the very first stage, the measures and activities of the HRD OP have been defined according to their opinions.

Representatives of civil society (social partners, NGOs, etc.) is among the stakeholders of the OS within the framework of HRD OP. Civil society will also be largely involved in the Operations: at the central level, in the Steering Committees, and at the local level, in partnerships or as grant beneficiaries. Involvement of civil society in the implementation of the HRD OP has attempted to be achieved through various activities and statements. For example, SMC includes members from the social partners and other representatives of civil society.

Involvement of civil society in the grant projects make it easier to ensure cooperation between social partners, NGOs, OS and other institutions. It is important also for benefiting from the expertise that the civil society representatives have in the areas covered by the HRD OP. Involvement of civil society in the process of the revision of OP can be pointed out by stating that the measures and activities of the HRD OP have been defined according to their opinions.

The list of social partners involved in the drafting process of the HRD OP is given below:

- Three main Trade Union Confederations (TURK-IS, HAK-IS, DISK)
- Turkish Confederation of Employer Associations(TISK)
- The Union of Chambers and Commodity Exchanges of Turkey (TOBB)
- Turkish Artisans and Craftsmen Confederation (TESK)

Wider involvement of civil society will be ensured by the following activities:

- The HRD Monitoring and the Evaluation Sub Committee for HRD will include the members defined in chapter 5 "Implementing Provisions"
- Involvement and participation of civil society and local administrations in the Priority I Regions, including provinces and municipalities, will be ensured. To that purpose, technical assistance may be used by the MoLSS as OS to establish coordination mechanisms and advisory forums.
- NGO's and Social Partners will be grant scheme beneficiaries on the implementation of the measures.

3.3.4. Geographic, Sectoral and Thematic Concentration

According to MIPD 2011 -2013, in order to strengthen the multiplier dimension, assistance will be made available to all regions, with the main part of the support concentrated on the NUTS II regions whose GDP falls below 75% of the Turkish national average.

According to the SCF, the majority of geographical concentration will be on 15 Growth Centres which are selected among these 12 NUTS II Regions. In this context "15 growth centres" refer to the 15 cities which have been selected first in the SCF, whereas the expression "hinterlands" refer to the areas, within the 12 NUTS II regions, outside these 15 cities: i.e. all the territory, both rural and urban areas, which is not part of this list of 15 designated cities. The geographical concentration will be provided by a financial allocation that will aim at providing:

- Up to 20 % of the overall OP funding for actions at National Level;
- At least 50 % of funding will target the Priority I Regions.
- Up to 35% of the overall OP funding will support actions taking place in the remaining Priority II Regions.

In terms of thematic concentration, the HRD OP will focus on three intervention areas:

- Employment will focus on increasing employability of women, increasing employment of the young and promoting registered employment.
- Education will focus on the enrolment rates of persons especially girls, the quality and content of Vocational Education and Training, lifelong learning and adaptability of employees and employers.
- Social Inclusion will concentrate on labour market integration of disadvantaged persons and better functioning and coordination among mechanism and institutions.

In addition, an approach as “sectoral concentration” is adopted in HRD OP according to the MIPD.

The geographical concentration principle will be implemented for all measures by taking the financial allocation into account on the project selection phase. The OS will announce on the call for project the indicative allocation for funds for each measure and project promoters shall ensure how much funds will be used on national level, 12 NUTS II regions and growth centres and in the 14 NUTS II Regions by showing clear links with activities and funds usage.

3.3.5. Concerns of Disadvantaged Persons

Disadvantaged persons constitute one of the target groups of the HRD OP. Common problems faced in the NUTS II regions by different parts of the society, some of which may be regarded as depending on the regional characteristics and the specific features of these groups themselves, are limited access to education, to labour market, and to social services and social assistance.

Concerns and specific needs of the disadvantaged persons have been taken into account in the activities supported by the HRD OP and those who are in a disadvantaged position in different spheres of economic and social life are given prioritized in determination of target groups, and activities directed to them. Also, data on disadvantaged persons are integrated to G- MIS.

Regional concentration proposed in the HRD OP ensures addressing the specific problems of the people living in less developed regions of the country. These regions are at the same time the regions where specific problems in terms of inclusion into economic and social life have been experienced more widely. Common problems faced by in these regions and by different parts of the society depending on the regional characteristics and the characteristics of these groups themselves are limited access to education, labour market, and social services and social assistances, which have been dealt with the priorities 2, 1, and 4 respectively. Limited participation in the labour market and inadequate public services has been taken into account specifically in priority 4. In addition to this, concerns of the disadvantaged persons will be taken into account in all activities supported by the HRD OP and those who are in a disadvantaged position in different spheres of economic and social life will be given priority in the determination of target groups and activities directed to them.

3.3.6. Good Governance

Aims on regional development and good governance have been taken as horizontal issues in the HRD OP. The OS will ensure transparent, objective and impartial implementation of IPA funds in the HRD OP, particularly in the selection of project proposals.

The OS will provide:

- Promotion of accountability and financial transparency of EU Funds
- Continuous evaluation and improvement of the administrative process quality,
- Participation in monitoring of how the EU funds are spent
- Openness of information
- Establishment of Control mechanisms

have been adopted by the OS as a general approach for ensuring a better implementation phase in terms of utilizing the EU funds allocated under IPA IV.

In the context of the HRD OP, sustainability of operations is regarded as a part of good governance and is elaborated in these three aspects:

- Institutional
- Financial
- Political

Institutional Sustainability means that institutions promoting a programme or project find ways of incorporating its results into their everyday work and culture. In that regard final beneficiaries (project promoters) will be asked how they take this horizontal issue into consideration with a view of

- Continuity of staff
- Transfer of lessons
- Internal information and promotion activities

Financial Sustainability is established when successful programme or project activities are maintained and carried on after the end of the funding. In that regard final beneficiaries (project promoters) will be asked how they take this horizontal issue into consideration with a view of

- How will activities continue after funding

Political Sustainability is achieved if lessons and results are being transferred to and adopted by policy decision makers. Activities and approach of the Operating Structure, Operation Beneficiaries and the grant beneficiaries are important for affecting the decision-making process in both at the central and local levels. Success achieved in analysing the regional needs, situation of the labour market and the overall socio- economic situation of the 12 NUTS II regions have an impact on political sustainability. In the implementation of HRD OP, a channel of information flowing from beneficiaries to OS has been constituted through the activities and other communication mechanisms. Through these mechanisms, the OS could have better and more reliable data on the situation of the labour market at the local level and state the needs of the regions in various meetings, strategically documents, reports etc. In that regard grant beneficiaries will be asked how they take this horizontal issue into consideration with a view of how results of the projects will be taking into consideration in the policy area at the end of the project.

3.4. COMPLEMENTARITIES AND SYNERGIES WITH OTHER FORMS OF ASSISTANCE
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Table 91: Complementarities and Synergies with the other forms of assistance

HRD OP			IPA I	RCOP	EOP	TOP	RDOP	
	Priority I.	Measure 1.1			X			X
		Measure 1.2			X			
		Measure 1.3			X			
		Measure 1.4			X			
	Priority II.	Measure 2.1			X			X
		Measure 2.2			X			
	Priority III.	Measure 3.1			X			
		Measure 3.2			X			X
	Priority IV	Measure 4.1	X	X	X			
Measure 4.2		X	X	X				
Technical Assistance	Measure 5.1	X						
	Measure 5.2	X						
	Measure 5.3							





As stated in Article 6 of the Council Regulation No 1085/2006, assistance under the “Transition Assistance and Institution Building” component (component I) shall assist countries in the attainment of the objectives set out in Article 2, in capacity and institution building, and in participation in Community programmes and agencies.

Priorities defined in the HRD OP have close links with component I especially in terms of capacity and institution building and adoption and implementation of the EU *acquis*. In line with the scope outlined in Article 2 of the Regulation, complementarities within component I are expected to be realized in gender equality, social inclusion and non-discrimination which have direct relationships with the priorities of HRD OP.

Capacity and institution building, on the other hand, is an indispensable part of the success in HRD OP since one of the main challenges in all four priority axes is the inadequate capacities of public institutions especially at the local level. For the social inclusion priority specifically, the coordination among social service providers is of crucial importance.

Regional development component is highly related area with HRD OP. All priority axes under the HRD OP have synergies and complementarities with RC OP. In particular, under the adaptability measure (3.2), enterprises in the growth centres will be supported in field of food products and beverage which will create synergies with both RC OP and RD OP (Priority 1). As mentioned in the description of this measure, projects in the targeted sectors of the RC OP will be given priority. In this framework, a *Technical Committee* has been established with the *Ministry of Science, Industry and Technology* to ensure regular dialogue and exchange of information on the interventions of the HRDOP and the RCOP. This Committee will also be responsible for ensuring coordination during the implementation phase of the two OPs. The further interaction and synergy with the HRD OP are given under Table 91.

Table 92: Complementarities with HRD OP and RC OP

COMPLEMENTARITIES WITH HRD OP and RC OP				
Priority / Measure	Explanation		Priority / Measure	Explanation
P1: Improvement of Business Environment M1.1: Development of Industrial Infrastructure	The measure will serve to improve employment by increasing the occupancy ratio inside the business sides. Women, young unemployed & disadvantaged persons are mentioned under the project selection criteria and will be favored.	 	P1: Attract and retain more people in employment Measure 1.1 ; 1.2; 1.3;1.4	Improving the employability of the target groups (women, young unemployed & disadvantaged persons) will assist on the improvement of Business environment by providing a more skilled labour force. The improvement of public employment services will serve Business Centres and OIZ's by facilitating to meet their labour force needs. Promoting registered employment will also serve for a better business environment by reducing unfair competitiveness among enterprises.
P1: Improvement of Business Environment M1.2: Creation and Development of Financing Instruments	The measure will enable the startup of new business and to increase the employment capacity of the existing ones by providing the necessary financial instruments. As a result will serve on the increase of employment.	 	P1: Attract and retain more people in employment	The creation and development of financing instruments will provide the target group of HRD OP women, young unemployed, former agriculture workers, and disadvantaged persons) to have more access on the financial instruments for a startup.

<p>P1: Improvement of Business Environment M.1.3: Improvement of R&D, Innovation and Technology and ICT Environment and Infrastructure</p>	<p>The measure will strengthen the links between business and universities, while creating skill demanding jobs. As a result will contribute to the HRD OP which aims to establish better links between the labour market and education and increase the employment.</p>		<p>P1: Attract and retain more people in employment (M.1.2) P 2: Improve the linkage between education and labour market (M 2.2) P 3: Increase adaptability of workers, enterprises and entrepreneurs (M 3.2)</p>	<p>One main target group under the employment priority of the HRD OP is the young unemployed. Figures show that the labour market is not creating qualified jobs sufficiently. Measure 1.3 of the RC OP will help to create more qualified jobs in that sense and will meet the needs of the university graduates. Priority 2 of the HRD OP aims to improve the linkage between education and labour market and will enable the necessary basis to train the labour force needed in the field of R&D, Innovation and Technology and ICT. The target group for priority 3 measure 3.2 will also benefit by the activities carried out for ICT in the sense of adaptability.</p>
<p>P1: Improvement of Business Environment M1.4:Improvement of Tourism Infrastructure</p>	<p>The measure will increase the employment opportunities in the tourism sector in applied regions. Thus will serve the HRD OP which will provide vocational trainings in the Tourism area for the unemployed target groups.</p>		<p>P1: Attract and retain more people in employment (M 1.1; 1.2)</p>	<p>Measure 1.1, 1.2 under P1 enable vocational training for the target groups, vocational trainings on tourism sector will be focus on the regions where RC OP improves the tourism infrastructure.</p>
<p>P2: Strengthening Enterprise Capacity & Foster Entrepreneurship M2.1: Providing Basic Information, Consultancy and Investment Support for Enterprises</p>	<p>The measure aims to improve the entrepreneurial skills of SMEs and to assist the new establishment of works, this will create more employment opportunities which will contribute to the HRD OP.</p>		<p>P1: Attract and retain more people in employment (M 1.1; 1.2) P3: P 3: Increase adaptability of workers, enterprises and entrepreneurs (M 3.2)</p>	<p>The HRD OP includes entrepreneurship trainings for the target groups under the employment priority. The trained target groups would be able to be supported by the RC OP to start up their business and on the development of the business plans. In order to avoid duplication the HRD OP will only provide entrepreneurship trainings to the specific unemployed target groups and won't take any activities such as seminars etc. The activities under P3 M3.2 aiming improvement of adaptability of workers, enterprises and entrepreneurs will support RC OP on improvement of entrepreneurial skills of SMEs</p>

With regards to the operational programs for environment and transport it can be stated that the interaction with this OP's will be limited. As a conclusion the HRD OP can be regarded as neutral against the Environment OP and Transport OP.

With regard to the IPA Rural Development Programme (IPARD), the HRD OP will complement IPARD's first priority and in particular the measure "Measure 1.2: investments in the processing and marketing of agricultural and fishery products to restructure and upgrade to Community

standards” by providing training, networking opportunities etc. foreseen under priority 3 of the HRD OP (and in particular measure 3.2) to beneficiaries who are potentially eligible for IPARD investment support under this measure. Moreover, the HRD OP will also complement the third IPARD priority: “*Development of the rural economy*” by providing training under ALMP activities which will be carried out under measure 1.1. These activities will be implemented in the growth centres as well as the hinterlands, so that people in rural areas as well as those who have migrated from rural areas will be able to benefit and gain new skills which will facilitate their integration into the labour market. Measure 2.1 of the HRD OP will also complement actions under that OP as it will benefit rural population, particularly by promoting girls' training.

4. FINANCIAL TABLES

According to the Revised Multi Annual Financial Framework (MIFF) for 2012-2013, an indicative amount of 479.6 million Euros has been allocated to the HRD OP for the period 2007 – 2013. The final amounts of the EU contribution take into account the availability of appropriations following the adoption of the General Budget of the EU by the Budgetary Authority.

Table 93: Revised MIFF (COM(2011)641 of 12.10.2011): Breakdown of the Instrument for Pre-Accession Assistance envelope for 2012-2013 into allocations for components

IPA COMPONENTS	2007	2008	2009	2010	2011	2012	2013	Total
Transition Assistance and Institution building	256.702.720	256.125.297	239.550.810	217.809.826	231.268.023	227.499.161	246.281.891	1.675.237.728
Cross border cooperation	2.097.280	2.874.709	3.049.190	3.090.174	5.131.977	2.174.617	2.218.109	20.636.056
Regional Development	167.500.000	173.800.000	182.700.000	238.100.000	293.400.000	356.836.341	378.000.000	1.790.336.341
Rural Development	20.700.000	53.000.000	85.500.000	131.300.000	172.500.000	189.785.003	213.000.000	865.785.003
Human Resources Development	50.200.000	52.900.000	55.600.000	63.400.000	77.600.000	83.930.000	96.000.000	479.630.000
Total	497.200.000	538.700.006	566.400.000	653.700.000	779.900.000	860.225.122	935.500.000	4.831.625.128

Table 94: Financial Allocation for HRD OP

EU IPA	CC NATIONAL PUBLIC	TOTAL IPA FUND
2007 – 2013	2007 – 2013	2007 – 2013
473.856.486	83.621.743	557.478.229

According to article 153.2 of the IPA Implementing Regulation, the EU contribution shall not exceed the ceiling of 85 % of the eligible expenditure at the level of the priority axis. No operation shall benefit from a higher co-financing rate than the one relating to the priority axis concerned. A national co-financing rate of 15 % and an EU co-financing rate of 85 % will be applied for all priority axes of the HRD OP.

Table 95: Financial allocations of total IPA fund

	2007	2008	2009	2010	2011	2012	2013
Total	58.825.188	62.235.295	65.411.766	74.588.237	91.294.119	97.868.237	107.255.387

Table 96: Financial Allocations for the Priority Areas in the HRD OP (2007- 2013)

Component IV (Human Resources Development)		
Employment	37,4 %	208.736.473
Education	36,8 %	205.094.118
Social Inclusion	20 %	111.043.621
Technical Assistance	5,8 %	32.604.017
TOTAL	100 %	557.478.229

The regional concentration with regards to financial allocation to national level, growth centres and hinterlands will be implemented following the criteria below:

Table 97: Regional Concentration of HRD OP

Regional Concentration of HRD OP		
National Level: up to 20 %	Priority I Regions: at least 50%	Priority II Regions: up to 35%
<i>Up to 20 % of the funding of the IPA HRD OP may be spent in actions at national level.</i>	<i>At least 50 % of funding will target the Priority I Regions.</i>	<i>Up to 35% of the overall OP funding will target the remaining Priority II Regions.</i>

Table 98: Financial Allocation for each priority and measure (2007-2013)

Year	Total Public Expenditure (€)	Public Expenditure (€)		IPA co- financing rate (%) (4)=(2)/(1)	For Information Other (IFI, etc) (€)
		Community Contribution (IPA) (€)	National Public Contribution (€)		
2007-2013	(1)=(2)+(3)				
Priority Axis 1	208.736.473	177.426.000	31.310.473	85%	
Measure 1.1	72.621.178	61.728.000	10.893.178	85%	0
Measure 1.2	79.000.000	67.150.000	11.850.000	85%	0
Measure 1.3	30.000.000	25.500.000	4.500.000	85%	0
Measure 1.4	27.115.295	23.048.000	4.067.295	85%	0
Priority Axis 2	115.094.118	97.829.999	17.264.119	85%	
Measure 2.1	59.647.059	50.699.999	8.947.060	85%	0
Measure 2.2	55.447.059	47.130.000	8.317.059	85%	0
Priority Axis 3	90.000.000	76.500.000	13.500.000	85%	
Measure 3.1	46.000.000	39.100.000	6.900.000	85%	0
Measure 3.2	44.000.000	37.400.000	6.600.000	85%	0
Priority Axis 4	111.043.621	94.387.077	16.656.544	85%	
Measure 4.1	79.043.621	67.187.077	11.856.544	85%	0
Measure 4.2	32.000.000	27.200.000	4.800.000	85%	0
Priority Axis 5	32.604.017	27.713.410	4.890.607	85%	
Measure 5.1	17.641.661	14.995.410	2.646.251	85%	0
Measure 5.2	7.654.236	6.506.100	1.148.136	85%	0
Measure 5.3	7.308.120	6.211.900	1.096.220	85%	0
TOTAL 2007 -2013	557.478.229	473.856.486	83.621.743	85%	0

Table 99: Financial Allocation for 2007

Year 2007	Total Public Expenditure (€) (1)=(2)+(3)	Public Expenditure (€)		IPA co- financi ng rate (%) (4)=(2) /(1)	For Informa tion Other (IFI, etc) (€) (5)
		Community Contribution (IPA) (€) (2)	National Public Contribution (€) (3)		
Priority Axis 1	32.080.000	27.268.000	4.812.000	85%	
Measure 1.1	17.080.000	14.518.000	2.562.000	85%	0
Measure 1.2	0	0	0	0	0
Measure 1.3	15.000.000	12.750.000	2.250.000	85%	0
Measure 1.4	0	0	0	0	0
Priority Axis 2					
Measure 2.1	0	0	0	0	0
Measure 2.2	0	0	0	0	0
Priority Axis 3	15.000.000	12.750.000	2.250.000	85%	
Measure 3.1	15.000.000	12.750.000	2.250.000	85%	0
Measure 3.2	0	0	0	0	0
Priority Axis 4	7.000.000	5.950.000	1.050.000	85%	
Measure 4.1	0	0	0	0	0
Measure 4.2	7.000.000	5.950.000	1.050.000	85%	0
Priority Axis 5	4.745.188	4.033.409	711.779	85%	
Measure 5.1	2.245.188	1.908.409	336.779	85%	0
Measure 5.2	1.500.000	1.275.000	225.000	85%	0
Measure 5.3	1.000.000	850.000	150.000	85%	0
TOTAL 2007	58.825.188	50.001.409	8.823.779	85%	

Table 100: Financial Allocation for 2008

Year 2008	Total Public Expenditure (€) (1)=(2)+(3)	Public Expenditure (€)		IPA co- financing rate (%) (4)=(2)/(1)	For Information
		Community Contribution (IPA) (€) (2)	National Public Contribution (€) (3)		Other (IFI, etc) (€) (5)
<i>Priority Axis 1</i>	40.000.000	34.000.000	6.000.000	85%	
Measure 1.1	0	0	0	0	0
Measure 1.2	23.000.000	19.550.000	3.450.000	85%	0
Measure 1.3	0	0	0	0	0
Measure 1.4	17.000.000	14.450.000	2.550.000	85%	0
<i>Priority Axis 2</i>	16.011.764	13.609.999	2.401.765	85%	
Measure 2.1	16.011.764	13.609.999	2.401.765	85%	0
Measure 2.2	0	0	0	0	0
<i>Priority Axis 3</i>					
Measure 3.1	0	0	0	0	0
Measure 3.2	0	0	0	0	0
<i>Priority Axis 4</i>					
Measure 4.1	0	0	0	0	0
Measure 4.2	0	0	0	0	0
<i>Priority Axis 5</i>	6.223.531	5.290.001	933.530	85%	
Measure 5.1	3.723.531	3.165.001	558.530	85%	0
Measure 5.2	1.500.000	1.275.000	225.000	85%	0
Measure 5.3	1.000.000	850.000	150.000	85%	0
TOTAL 2008	62.235.295	52.900.000	9.335.295	85%	

Table 101: Financial Allocation for 2009

Year 2009	Total Public Expenditure (€) (1)=(2)+(3)	Public Expenditure (€)		IPA co- financing rate (%) (4)=(2)/(1)	For Information
		Community Contribution (IPA) (€) (2)	National Public Contribution (€) (3)		Other (IFI, etc) (€) (5)
<i>Priority Axis 1</i>	<i>10.070.589</i>	<i>8.560.000</i>	<i>1.510.589</i>	<i>85%</i>	
Measure 1.1	10.070.589	8.560.000	1.510.589	85%	0
Measure 1.2	0	0	0	0	0
Measure 1.3	0	0	0	0	0
Measure 1.4	0	0	0	0	0
<i>Priority Axis 2</i>	<i>20.000.000</i>	<i>17.000.000</i>	<i>3.000.000</i>	<i>85%</i>	
Measure 2.1	0	0	0	0	0
Measure 2.2	20.000.000	17.000.000	3.000.000	85%	0
<i>Priority Axis 3</i>	<i>5.000.000</i>	<i>4.250.000</i>	<i>750.000</i>	<i>85%</i>	
Measure 3.1	0	0	0	0	0
Measure 3.2	5.000.000	4.250.000	750.000	85%	0
<i>Priority Axis 4</i>	<i>30.341.177</i>	<i>25.790.000</i>	<i>4.551.177</i>	<i>85%</i>	
Measure 4.1	30.341.177	25.790.000	4.551.177	85%	0
Measure 4.2	0	0	0	0	0
<i>Priority Axis 5</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	
Measure 5.1	0	0	0	0	0
Measure 5.2	0	0	0	0	0
Measure 5.3	0	0	0	0	0
TOTAL 2009	<i>65.411.766</i>	<i>55.600.000</i>	<i>9.811.766</i>	<i>85%</i>	

Table 102: Financial Allocation for 2010

Year 2010	Total Public Expenditure (€) (1)=(2)+(3)	Public Expenditure (€)		IPA co- financing rate (%) (4)=(2)/(1)	For Information
		Community Contribution (IPA) (€) (2)	National Public Contribution (€) (3)		Other (IFI, etc) (€) (5)
Priority Axis 1	40.000.000	34.000.000	6.000.000	85%	
Measure 1.1	12.000.000	10.200.000	1.800.000	85%	0
Measure 1.2	24.500.000	20.825.000	3.675.000	85%	0
Measure 1.3	3.500.000	2.975.000	525.000	85%	0
Measure 1.4	0	0	0	85%	0
Priority Axis 2	9.635.295	8.190.000	1.445.295	85%	0
Measure 2.1	9.635.295	8.190.000	1.445.295	85%	0
Measure 2.2	0	0	0	85%	0
Priority Axis 3	15.000.000	12.750.000	2.250.000	85%	
Measure 3.1	10.000.000	8.500.000	1.500.000	85%	0
Measure 3.2	5.000.000	4.250.000	750.000	85%	0
Priority Axis 4	0	0	0	0	
Measure 4.1	0	0	0	0	0
Measure 4.2	0	0	0	0	0
Priority Axis 5	9.952.942	8.460.000	1.492.942	85%	
Measure 5.1	7.000.000	5.950.000	1.050.000	85%	0
Measure 5.2	1.500.000	1.275.000	225.000	85%	0
Measure 5.3	1.452.942	1.235.000	217.942	85%	0
TOTAL 2010	74.588.237	63.400.000	11.188.237	85%	

Table 103: Financial Allocation for 2011

Year 2011	Total Public Expenditure (€) (1)=(2)+(3)	Public Expenditure (€)		IPA co- financing rate (%) (4)=(2)/(1)	For Information Other (IFI, etc) (€) (5)
		Community Contribution (IPA) (€) (2)	National Public Contribution (€) (3)		
<i>Priority Axis 1</i>	<i>32.988.236</i>	<i>28.040.000</i>	<i>4.948.236</i>	<i>85%</i>	<i>0</i>
Measure 1.1	18.000.000	15.300.000	2.700.000	85%	0
Measure 1.2	8.500.000	7.225.000	1.275.000	85%	0
Measure 1.3	3.500.000	2.975.000	525.000	85%	0
Measure 1.4	2.988.236	2.540.000	448.236	85%	0
<i>Priority Axis 2</i>	<i>13.447.059</i>	<i>11.430.000</i>	<i>2.017.059</i>	<i>85%</i>	<i>0</i>
Measure 2.1	0	0	0	0%	0
Measure 2.2	13.447.059	11.430.000	2.017.059	85%	0
<i>Priority Axis 3</i>	<i>15.000.000</i>	<i>12.750.000</i>	<i>2.250.000</i>	<i>85%</i>	<i>0</i>
Measure 3.1	5.000.000	4.250.000	750.000	85%	0
Measure 3.2	10.000.000	8.500.000	1.500.000	85%	0
<i>Priority Axis 4</i>	<i>29.858.824</i>	<i>25.380.000</i>	<i>4.478.824</i>	<i>85%</i>	<i>0</i>
Measure 4.1	29.858.824	25.380.000	4.478.824	85%	0
Measure 4.2	0	0	0	0	0
<i>Priority Axis 5</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0%</i>	<i>0</i>
Measure 5.1	0	0	0	0%	0
Measure 5.2	0	0	0	0%	0
Measure 5.3	0	0	0	0%	0
TOTAL 2011	91.294.119	77.600.000	13.694.119	85%	

Table 104: Financial Allocation for 2012

Year 2012	Total Public Expenditure (€) (1)=(2)+(3)	Public Expenditure (€)		IPA co- financing rate (%) (4)=(2)/(1)	For Information Other (IFI, etc) (€) -5
		Community Contribution (IPA) (€) (2)	National Public Contribution (€) (3)		
<i>Priority Axis 1</i>	<i>26.127.059</i>	<i>22.208.000</i>	<i>3.919.059</i>	<i>85%</i>	<i>0</i>
Measure 1.1	9.000.000	7.650.000	1.350.000	85%	0
Measure 1.2	11.000.000	9.350.000	1.650.000	85%	0
Measure 1.3	4.000.000	3.400.000	600.000	85%	0
Measure 1.4	2.127.059	1.808.000	319.059	85%	0
<i>Priority Axis 2</i>	<i>26.000.000</i>	<i>22.100.000</i>	<i>3.900.000</i>	<i>85%</i>	<i>0</i>
Measure 2.1	16.000.000	13.600.000	2.400.000	85%	0
Measure 2.2	10.000.000	8.500.000	1.500.000	85%	0
<i>Priority Axis 3</i>	<i>20.000.000</i>	<i>17.000.000</i>	<i>3.000.000</i>	<i>85%</i>	<i>0</i>
Measure 3.1	8.000.000	6.800.000	1.200.000	85%	0
Measure 3.2	12.000.000	10.200.000	1.800.000	85%	0
<i>Priority Axis 4</i>	<i>20.000.000</i>	<i>17.000.000</i>	<i>3.000.000</i>	<i>85%</i>	<i>0</i>
Measure 4.1	9.000.000	7.650.000	1.350.000	85%	0
Measure 4.2	11.000.000	9.350.000	1.650.000	85%	0
<i>Priority Axis 5</i>	<i>5.741.178</i>	<i>4.880.000</i>	<i>861.178</i>	<i>85%</i>	<i>0</i>
Measure 5.1	2.296.471	1.952.000	344.471	85%	
Measure 5.2	1.550.118	1.317.600	232.518	85%	
Measure 5.3	1.894.589	1.610.400	284.189	85%	
TOTAL 2012	<i>97.868.237</i>	<i>83.188.000</i>	<i>14.680.237</i>	<i>85%</i>	0

Table 105: Financial Allocation for 2013

Year 2013	Total Public Expenditure (€) (1)=(2)+(3)	Public Expenditure (€)		IPA co-financing rate (%) (4)=(2)/(1)	For Information Other (IFI, etc) (€)
		Community Contributio n (IPA) (€) (2)	National Public Contributio n (€) (3)		
<i>Priority Axis 1</i>	27.470.589	23.350.000	4.120.589	85%	
Measure 1.1	6.470.589	5.500.000	970.589	85%	0
Measure 1.2	12.000.000	10.200.000	1.800.000	85%	0
Measure 1.3	4.000.000	3.400.000	600.000	85%	0
Measure 1.4	5.000.000	4.250.000	750.000	85%	0
<i>Priority Axis 2</i>	30.000.000	25.500.000	4.500.000	85%	<i>0</i>
Measure 2.1	18.000.000	15.300.000	2.700.000	85%	0
Measure 2.2	12.000.000	10.200.000	1.800.000	85%	0
<i>Priority Axis 3</i>	20.000.000	17.000.000	3.000.000	85%	
Measure 3.1	8.000.000	6.800.000	1.200.000	85%	0
Measure 3.2	12.000.000	10.200.000	1.800.000	85%	0
<i>Priority Axis 4</i>	23.843.620	20.267.077	3.576.543	85%	
Measure 4.1	9.843.620	8.367.077	1.476.543	85%	0
Measure 4.2	14.000.000	11.900.000	2.100.000	85%	0
<i>Priority Axis 5</i>	5.941.178	5.050.000	891.178	85%	<i>0</i>
Measure 5.1	2.376.471	2.020.000	356.471	85%	
Measure 5.2	1.604.118	1.363.500	240.618	85%	
Measure 5.3	1.960.589	1.666.500	294.089	85%	
TOTAL 2013	107.255.387	91.167.077	16.088.310	85%	

5. IMPLEMENTATION PROVISIONS

This chapter of the operational programme describes the systems and arrangements in place as they are known at the time of the revision of the operational programme. The below mentioned EU and national legislation set out detailed provisions regarding management and control systems.

5.1 MANAGEMENT AND CONTROL STRUCTURES

This chapter lays down the implementation arrangements for the Human Resources Development Operational Programme (HRD OP). It describes the general framework for implementation, management, monitoring, evaluation, selection of operations, monitoring as well as information and publicity activities of the HRD OP. The information provided here is in accordance with the following pieces of EU and national legislation:

- Council Regulation **No 1085/2006 of 17 July 2006 establishing an Instrument for Pre-Accession Assistance (IPA)**;
- Commission Regulation No 718/2007 of 12 June 2007 implementing Council Regulation No 1085/2006 (henceforth called "IPA Implementing Regulation");
- Regulation (EC) No 1080/2006 of the European Parliament and the Council of 5 July 2006 on the European Regional Development Fund and repealing Regulation (EC) No 1783/1999
- Regulation (EC) No 1081/2006 of the European Parliament and of the Council of 5 July 2006 on the European Social Fund and repealing Regulation (EC) No 1784/1999
- Regulation (EC) No 1082/2006 of the European Parliament and of the Council of 5 July 2006 on a European grouping of territorial cooperation (EGTC)
- Council Regulation (EC) No 1083/2006 of 11 July 2006 laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Regulation (EC) No 1260/1999
- Council Regulation (EC) No 1084/2006 of 11 July 2006 establishing a Cohesion Fund and repealing Regulation (EC) No 1164/94
- Commission Regulation (EC) No 1828/2006 of 8 December 2006 setting out rules for the implementation of Council Regulation (EC) No 1083/2006 laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and of Regulation (EC) No 1080/2006 of the European Parliament and of the Council on the European Regional Development Fund
- Regulation (EC) No 257/2001 of the European Parliament and of the Council of 22 January 2001 regarding the implementation of measures to promote economic and social development in Turkey.
- Framework Agreement between the EC and the Republic of Turkey on the general principal for the participation of the Republic of Turkey in Community programs (EC OJ L61-213/2002) - (Council Decision No 2002/179 of December 17, 2001)
- Letter of Agreement on the setting up of a Joint Monitoring Committee
- Framework Agreements, Financing Memoranda and Financing Agreement(s), including: Financing Agreement for the Interim Evaluation Programme and Financing Agreement(s) for the implementation of EU funded projects through implementing agency / CFCU
- Framework Agreement between the Government of the Republic of Turkey and the Commission of the European Communities on the rules for co-operation concerning EC financial assistance to the Republic of Turkey in the framework of the implementation of

- the assistance under the instrument for pre-accession assistance (IPA) approved by the Parliament on 03.12.2008 (hereinafter referred to as “Framework Agreement”).
- Commission Decision of 05.08.2009 conferring management powers relating to the HRD Component under IPA on the Republic of Turkey
 - Financing Agreement Between the Government of the Republic of Turkey and the Commission of the European Communities Concerning the Multiannual Programme “Human Resources Development Operational Programme” for Community Assistance from the Instrument for Pre-Accession Assistance under the “Human Resources Development” Component in Turkey
 - Cooperation Agreement on Delegation of Certain Tasks of Operating Structure to the Central Finance and Contracts Unit for the Transition Period
 - Prime Ministry Circular no: 2009/18 on the Management of Funds Obtained from the EU.
 - Decree on the adaptation of the National Plans
 - Law on Public Financial Management and Financial Control
 - Law No. 3146 on The Duties and Organization of the Ministry of Labour and Social Security
 - Implementing Agreement among the National Authorising Officer, the Head of the Operating Structure and Head of Central Finance and Contracts Unit.
 - Commission Decision for the HRDOP (CCI No. 2007 TR 05 I PO 001) adopted in December 2007 and amended in November 2010.
 - Commission Decision No: C(2009)6146 conferring management powers relating to the Human Resources Development Component under the Instrument for Pre-Accession Assistance on the Republic of Turkey
 - Commission Decision of 31.01.2012 amending Decision C(2009)6146 conferring management powers relating to the Human Resources Development Component under the Instrument for Pre-Accession Assistance on the Republic of Turkey

According to Article 10 of IPA Implementing Regulation, IPA assistance will be implemented through decentralised management initially with ex-ante controls by the Commission for Component III and IV. Until the Commission allows decentralised management without ex-ante controls, the Commission (through the EU Delegation in Turkey) shall perform the ex-ante controls to the Commission Decision on conferral of management powers. The controls will essentially cover all aspects of tendering of contracts, launch of calls for proposals and the award of contracts and grants.

5.1.1. Bodies and authorities

In order to ensure effective and efficient management of the interventions co-funded from national and IPA resources, the structures and authorities as well as their functions and responsibilities are described in this section in compliance with the relevant provisions of the IPA Implementing Regulation (Articles 21 to 31).

Based on the IPA Implementing Regulation, the Turkish Government adopted its own legal acts, which designate specific bodies for IPA management and implementation roles.

Under the management and control provisions of the Regulation and Article 6 of the Framework Agreement, the following structures and authorities are designated as management structures and authorities:

- National IPA Coordinator

- Strategic Coordinator for the Regional Development Component and the Human Resources Development Component
- Competent Accrediting Officer
- National Authorising Officer
- National Fund
- Audit Authority
- Operating Structures per component or programme to deal with the management and implementation of assistance under the IPA Regulation;

With the exception of the Operating Structure, these bodies essentially perform tasks that are generally applicable to all IPA components; their functions are specified in the relevant articles of the IPA Implementing Regulation and in Annex A of the Framework Agreement concluded between the Commission and Turkey.

Within this framework, only the functions of the Operating Structure responsible for management and implementation of the HRD OP will be described in this chapter.

Operating Structure (OS)

The operating structure shall be responsible for managing and implementing the IPA programme or programmes concerned in accordance with the principle of sound financial management. The Ministry of Labour and Social Security is designated as Operating Structure for the Human Resources Development Component by the Prime Ministry Circular no: 2009/18.

Furthermore, EU Coordination Department of the Ministry of Labour and Social Security is responsible for implementing and managing of EU Funded programmes according to the Law No. 3146 on The Duties and Organization of the Ministry of Labour and Social Security as well.

Functions:

The HRD OP is managed by the Ministry of Labour and Social Security, which in compliance with the Annex A of the Framework Agreement, shall carry out the following functions that include:

- drafting the annual or multi-annual programmes;
- monitoring programme implementation and guiding the work of the sectoral monitoring committee as defined in Article 36(2) of this Framework Agreement and in Article 59 of the IPA Implementing Regulation, notably by providing the documents necessary for monitoring the quality of implementation of the programmes;
- drawing up the sectoral annual and final implementation reports defined in Article 38(1) and (2) of this Framework Agreement and in Article 61(1) of the IPA Implementing Regulation and, after their examination by the sectoral monitoring committee, submitting them to the Commission the NIPAC and the NAO;
- ensuring that operations are selected for funding and approved in accordance with the criteria and mechanisms applicable to the programmes, and that they comply with the relevant Community and national rules;
- setting up procedures to ensure the retention of all documents regarding expenditure and audits required to ensure an adequate audit trailing accordance with Art. 20 of IPA IR;
- arranging for tendering procedures, grant award procedures, the ensuing contracting, and making payments to, and recovery from, the final Beneficiary;
- ensuring that all bodies involved in the implementation of operations maintain a separate accounting system or a separate accounting codification;

- ensuring that the NF and the NAO receive all necessary information on the procedures and verifications carried out in relation to expenditure;
- setting up, maintaining and updating the reporting and information system;
- carrying out verifications to ensure that the expenditure declared has actually been incurred in accordance with the applicable rules, the products or services have been delivered in accordance with the approval decision, and the payment requests by the final Beneficiary are correct: These verifications shall cover administrative, financial, technical and physical aspects of operations, as appropriate;
- ensuring internal audit of its different constituting bodies;
- ensuring irregularity reporting;
- ensuring compliance with the information and publicity requirements.

The heads of the bodies constituting the operating structure shall be responsible for the tasks assigned to their respective bodies, in accordance with Article 8(3) of the Framework Agreement and with Article 11(3) of the IPA Implementing Regulation.

In addition to the above-mentioned responsibilities resulting from the Annex A of the Framework Agreement, the Operating Structure will also be responsible for:

- managing the Secretariat of the HRDOP Monitoring Committee;
- ensuring the evaluations of the HRDOP;
- implementing the measures under Technical Assistance of the HRDOP.

Composition

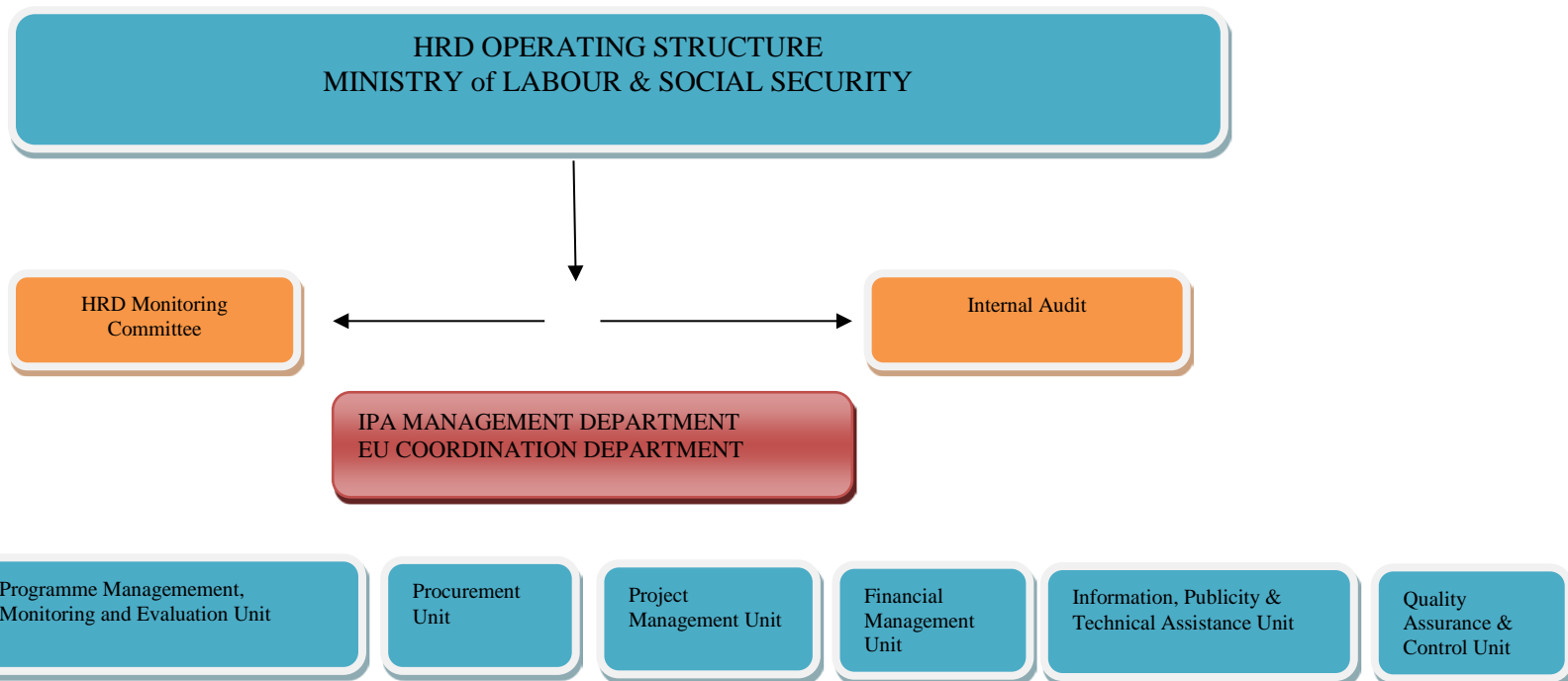
The HRD Operating Structure is composed of the following bodies:

1- IPA Management Department

- 1.1. Programme Management, Monitoring and Evaluation Unit
- 1.2. Procurement Unit
- 1.3. Project Management Unit
- 1.4. Financial Management Unit
- 1.5. Quality Assurance and Control Unit
- 1.6. Information, Publicity and Technical Assistance Unit
- 1.7. Administrative, IT and EU Affairs Unit

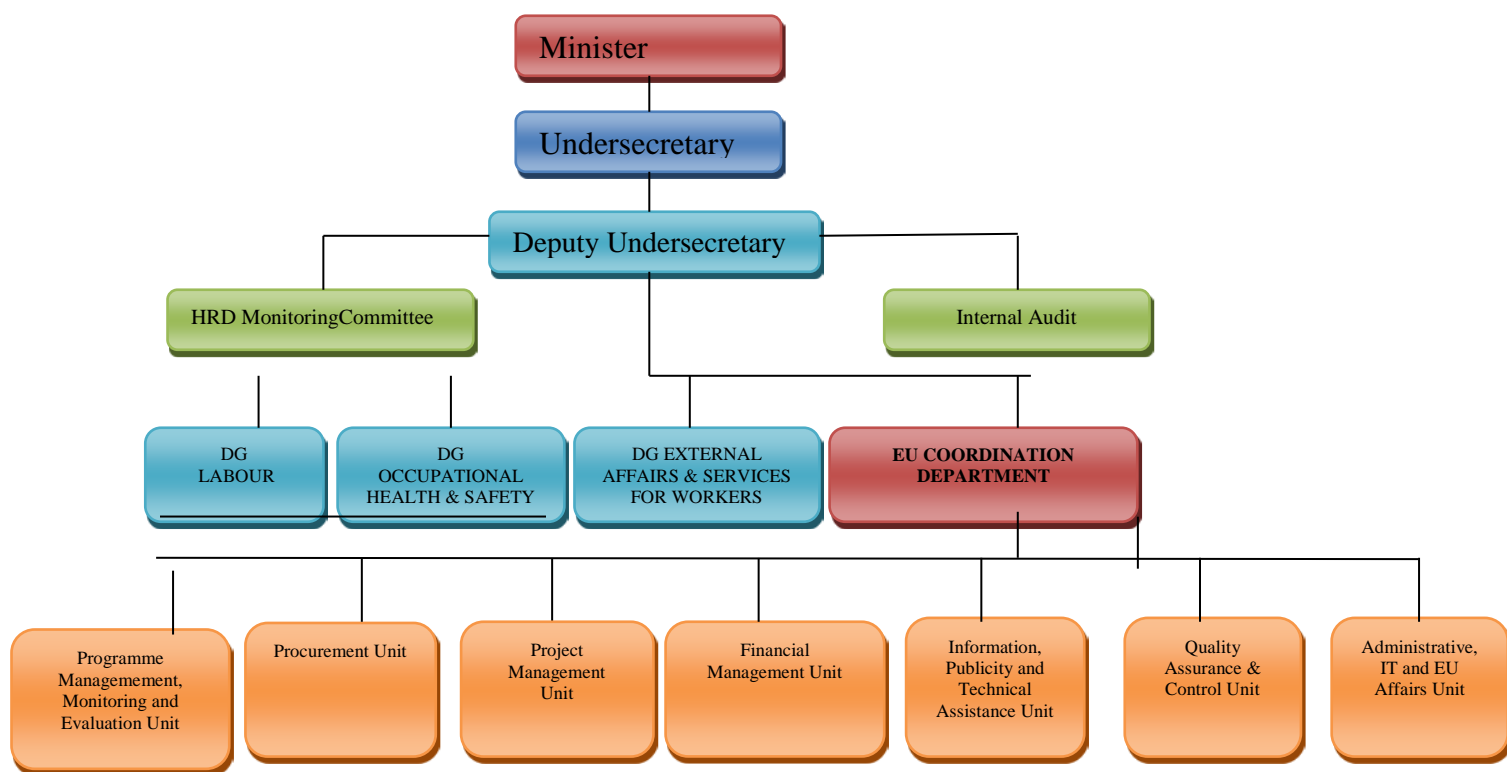
2- Internal Audit

Graphic 1: Organisation of HRD Operating Structure (OS)



The organigram for the OS is given below:

Graphic 2: The HRD OS within the MoLSS organigram



The heads of the bodies:

The Deputy Undersecretary, who is responsible for EUCD and acts as the Permanent Contact point for the European Commission, will act as the Head of Operating Structure in the meaning of Article 167 (3) of the IPA Implementing Regulation.

The Head of the Operating Structure will be responsible for managing and implementing the HRD OP in accordance with the principle of sound financial management.

The Head of Operating Structure must ensure that the related departments/units delegated to perform tasks of the Operating Structure are assigned enough qualified staff members for the management of HRDOP.

The Head of Operating Structure will, together with a representative from the European Commission, co-chair the HRD OP Monitoring Committee; under this task he/she shall ensure inter-institutional co-ordination between DIS bodies, all relevant stakeholders, monitoring committee members and EU Delegation (EUD).

The Head of EU Coordination Department will be responsible for assisting Head of Operating Structure in his/her responsibilities in relation to efficient and effective management of the HRDOP. He/ she will be in charge of management of Programme Management, Monitoring and Evaluation; Procurement; Project Management, Financial Management; Information, Publicity and Technical Assistance; Quality Assurance and Control; Administrative, IT and EU Affairs Units.

The Internal Audit Unit, which is directly affiliated to the Deputy Undersecretary, has a control function.

Heads of the bodies, which constitute the Operating Structure, are given below

Head of Operating Structure	Name: Erhan BATUR Deputy Undersecretary for the EUCD Address: Calisma ve Sosyal Guvenlik Bakanligi Inonu Bulvari No:42 PK:06100 Emek Phone: +90 312 296 65 64 Fax: +90 312 215 23 12 E-mail: ebatur@csgb.gov.tr
Head of EU Coordination Department and IPA Management Department	Ercüment IŞIK Head of EU Coordination Department Address: Calisma ve Sosyal Guvenlik Bakanligi, AB Dairesi, Turan Gunes Bulvari, 713. Sokak No:4 PK:06550Yıldız, Çankaya Phone: +90 312 212 56 12 Fax: +90 312 212 11 48 E-mail: calisab@csgb.gov.tr
Head of Internal Audit Unit	Name: Cengiz ULUTAS Head of Internal Audit Address: Calisma ve Sosyal Guvenlik Bakanligi Inonu Bulvari No:42 PK:06100 Emek Phone: +90 312 Fax: +90 312

	E-mail:
Coordinator of Programme Management, Monitoring and Evaluation Unit	Name: Burcu SAĞLAM EU Expert Address: Calisma ve Sosyal Guvenlik Bakanligi, AB Dairesi, Turan Gunes Bulvari, 713. Sokak No:4 PK:06550Yıldız, Çankaya Phone: +90 3312 440 99 02 Fax: +90 312 212 11 48 E-mail: bsaglam@csgb.gov.tr
Coordinator of Project Management Unit	Name: Hüseyin Ali Âli TANGÜREK EU Expert Address: Calisma ve Sosyal Guvenlik Bakanligi, AB Dairesi, Turan Gunes Bulvari, 713. Sokak No:4 PK:06550Yıldız, Çankaya Phone: +90 312 440 99 02 Fax: +90 312 212 11 48 E-mail: htangurek@csgb.gov.tr
Coordinator Quality Assurance and Control Unit	Name: Salih ENİŞ Chief Inspector Address: Calisma ve Sosyal Guvenlik Bakanligi, AB Dairesi, Turan Gunes Bulvari, 713. Sokak No:4 PK:06550Yıldız, Çankaya Phone: +90 312 440 99 02 Fax: +90 312 212 11 48 E-mail: senis@csgb.gov.tr
Coordinator of Financial Management Unit	Name: Melih AKIN EU Expert Address: Calisma ve Sosyal Guvenlik Bakanligi, AB Dairesi, Turan Gunes Bulvari, 713. Sokak No:4 PK:06550Yıldız, Çankaya Phone: +90 312 440 99 02 Fax: +90 312 212 11 48 E-mail: makin@csgb.gov.tr
Coordinator of Procurement Unit	Name: Melahat GÜRAY EU Expert Address: Calisma ve Sosyal Guvenlik Bakanligi, AB Dairesi, Turan Gunes Bulvari, 713. Sokak No:4 PK:06550Yıldız, Çankaya Phone: +90 312 440 99 02 Fax: +90 312 212 11 48 E-mail: mguray@csgb.gov.tr
Coordinator of Administrative, IT and EU Affairs Unit	Name: Hülya TEKİN EU Expert Address: Calisma ve Sosyal Guvenlik Bakanligi, AB Dairesi, Turan Gunes Bulvari, 713. Sokak No:4 PK:06550Yıldız, Çankaya Phone: +90 312 440 99 02 Fax: +90 312 212 11 48 E-mail: htekin@csgb.gov.tr

Distribution of functions:

The HRD Programme Management, Monitoring and Evaluation Unit has a management function and will execute the following tasks:

The Unit will assist the Head of Operating Structure in the management of the programme and it includes in particular the following tasks:

- Drafting and updating of the HRD OP
- Ensuring the analysis of regional needs in consultation with all relevant stakeholders, facilitating and conducting the development of project pipeline activities for the implementation of HRD OP
- Developing work plans and implementing schedules for the HRD OP
- Ensuring that operations are selected for funding in accordance with the criteria and mechanism applicable to the HRD OP and that they comply with applicable Community and national rules
- Preparing and updating implementation manuals
- Ensuring the preparation of a mainstreaming strategy in order to disseminate the outputs of the implementation of the HRD OP in all relevant areas and defining strategy how;
 - to identify good practice and results
 - to validate their potential for transfer to other regions of Turkey
 - to organise this transfer process on horizontal as well as vertical levels
- Programme monitoring and guiding the work of the HRD OP monitoring committee
- Providing administrative support to the HRD OP monitoring committee meetings
- Drawing up the sectoral annual and final implementation reports and submitting the reports to the relevant authorities
- Providing inputs to next programming, identification and formulation phases on the basis of lessons learned during the implementation of monitoring exercises
- Reviewing, consulting and finalizing activities related to monitoring of grant schemes such as;
 - Establishment of monitoring teams for HRD OP operations
 - Preparation of monitoring reports on the implementation of grant schemes
 - Detailed design of the monitoring schedule and coordinating regular monitoring visits and spot check
 - Implementation of corrective actions

The Evaluation function does not carry out any management related task. It will execute the following tasks:

- Ensuring the evaluations of the HRD OP.
- Co-ordination of activities related to evaluation of performance and achievements of the grant schemes of the HRD OP.

With a view to ensure adequate segregation of duties, Unit will take the necessary organizational steps so as to ensure the independence between (a) the monitoring and (b) the evaluation function.

The HRD Procurement Unit has a management function and will execute the following tasks:

- Establishment of Operation Selection Committees and selection of members
- Preparing Tender Documents
- Launching Tenders and Call for Proposals under HRD OP
- Preparing and ensuring the publication of tender notices in line with type of tender
- Organizing info days and trainings in case of Call for Proposals
- Ensuring the recruitment of independent assessors in case of grant calls
- Ensuring the establishment of evaluation committee
- Acting as chairperson or secretary during the evaluations
- Preparing and publishing award notices
- Selecting operations by launching Call for Operation
- Managing and providing support to the Operation Selection Committees
- Supporting Beneficiaries in the preparation of Guidelines for Grant Applicants
- Supporting Beneficiaries in the preparation of tender documents
- Supporting the OB in organising stakeholder meeting and participating stakeholder meeting
- Preparation of Monthly report, meeting reports procurement plan, operation status table, financial allocation table
- Preparation of strategy and process for individual grants

The HRD Project Management Unit has a management function and will execute the following tasks:

- Reporting of Contracts
- Reporting of Operations
- Participation in Contract Meetings
- Conducting Approval of Procedures
- Conducting Acceptance of Contracting Procedures
- Preparation of on-the-spot check plan

- Carrying out on-the-spot checks for each contracts

The HRD Financial Management Unit has a management function and will execute the following tasks:

- Requesting for Funds from the OS to the NF
- Receipting of Funds from the NF to the OS
- Preparing Expenditure Verification Report
- Preparing Annual Report on Warranties
- Conducting Payment Issues
- Updating Financial Tables
- Updating the Commitment& Disbursement Forecasts table
- Performing Budget Clearing
- Ensuring the Availability of National Co-Financing
- Monitoring of Co-Financing
- Performing Accounting Activities

The HRD Quality Assurance and Control Unit has a management function and will execute the following tasks:

- Workload and sensitive post analysis
- Checking the quality of operation identification sheets and compliance with selection criteria
- Checking the quality of tender documents
- Control of technical implementation unit operations
- Ensuring flow of information to the MIS
- Risk management policy
- Ensuring that irregularity reporting system is working properly.

The HRD Information, Publicity and Technical Assistance Unit has a management function and will execute the following tasks:

- Providing technical assistance to all relevant institutions including social partners and NGOs in their management of IPA funds.
- Managing the activities foreseen under the technical assistance component Ensuring compliance with information and publicity requirements

- Defining an information and communication strategy and implementing the communication and information action plan
- Drafting annual monitoring visit plans

The HRD Administrative, IT and EU Affairs Unit has a management function and will execute the following tasks:

- Conducting administrative affairs in the OS such as managing human resources, maintaining service building and archiving
- Conducting IT related issues of the OS
- Ensuring IT infrastructure of OS properly works
Setting up, maintaining and updating the monitoring and information system (MIS)
- Installation and Commissioning Management Information System in Operating Structure
- Updating website of OS
- Conducting EU Affairs
- Conducting Negotiation Process and drafting National Legislation in compliance with EU *Acquis*
- Conducting Community Programmes such as PROGRESS, TAIEX, MATRA
- Drafting Joint Inclusion Memorandum (JIM)
- Coordinating the relations with EU Agencies and Institutions
- Drafting OS Activities Reports

The Internal Audit Unit which is directly affiliated to the Deputy Undersecretary has a control function and will execute the following tasks:

- Establishing and fulfilling an annual audit work plan which encompasses audits aimed at verifying:
 - Effective functioning of the management
 - Ensuring reliability of accounting information provided to the Commission.
- Submitting the following to the Audit Authority:
 - An annual audit activity report
 - An annual opinion following the model set out in the framework agreement as whether the management of the HRD Component is in line with the EU Regulations
 - An opinion on any final statement of expenditure

- Further specific requirements for the annual audit work plan

In the transition period, tendering, contracting, payments, accounting and financial reporting aspects of the procurement of services, supplies, works and grants in the context of the HRD OP were carried out by the Central Finance and Contracts Unit (CFCU). Within this framework, a protocol was concluded between the MoLSS, being the Operating Structure overall in charge of the HRD Component ("OS"), and the CFCU in order to clearly define the functions to be carried out by both sides during the transition period (2007-2011). In this transitional period, a "shadow" HRD FCU was established to prepare the Ministry to fulfil its future responsibilities. In this respect, the CFCU executed the following functions in the transition period:

- Ensures, as its major objective and responsibility, the compliance with the procurement rules laid down in the Practical Guide to Contract Procedures Financed from the General Budget of the European Communities in the context of the external actions (PRAG) published at the time of signing this Agreement, and/or in compliance with any later amendments published by the EC, and other relevant documents for Turkey with respect to implementation of projects under the pre-accession assistance to Turkey, in conducting procurement for Projects under the Operational Programmes;
- In consultation with the OS, prepares the form of detailed procurement plan and its complementary instructions, coordinates and make amendments to the detailed plans of implementation of Projects under the Operational Programmes prepared by the beneficiary or prepared by OS on behalf of the beneficiary and submitted by the OS to the CFCU; forwards the final version of the procurement plan to the OS for relevant actions; and to the NF/NAO for information;
- Prepares and publishes procurement forecast notices and procurement notices.
- Forwards to the OS standard forms of documents required to plan for, execute, monitor and report on the implementation of Projects under the Operational Programmes as well as standard supply, service and works tender dossiers (i.e. ToR, TS, etc.) and grant guidelines for applicants related to the implementation of IPA programme;
- Advises the OS on the use of the above forms of documents and standard tender dossiers prepared by the CFCU;
- Approves technical documents such as ToR, TS etc. related with supply, service and works tenders and grant guidelines for applicants that are prepared by the Beneficiary in consultation with the OS or prepared by OS on behalf of the Beneficiary and submitted by the OS to the CFCU and prepares tender dossiers;
- Cooperates with the OS regarding clarification of tender dossier, circulates or publishes clarifications to the prospective tenderers;
- Establishes the evaluation committee (EvC) for tendering projects and/or grant scheme programmes under the Operational Programmes in close cooperation with the OS, appoints the [non-voting] chairperson and secretary to the evaluation committee from the CFCU officers, organizes the activity of the Committee in accordance with the PRAG rules;

- Approves the decisions made by the evaluation committee [the Evaluation Report], confirms the decision regarding the awarding of the project from IPA funds, or decides to cancel the procurement and inform the OS and the tenderers;
- Informs the OS, Beneficiary and the tenderers about the results of the tenders;
- When necessary in consultation with the OS and Beneficiary, examines claims and complaints submitted by the tenderers and, following consultation with the ECD, replies;
- Informs unsuccessful tenderers about the awarded contract;
- Prepares/signs the contract, as well as any addenda thereto and sends to the ECD for endorsement, and then to the successful tenderer for signature and informs the OS.
- Informs the OS, beneficiary, and the European Commission on the completed cycle of signatures of the Contract and forwards them a copy thereof;
- Makes payments and maintains accounting systems and records in accordance with the EU regulations; ensures that any unused funds are returned through the NF to the Commission and in relation to misused IPA funds ensure that these are properly accounted for in Debtors' Ledger, treated as irregularities and are immediately recovered, the necessary irregularity reports submitted to the NF/NAO, and implements the decision requested from the NAO and Commission as to reallocation [if any] to the programme;
- Informs the OS in the case of suspected fraud or irregularity without delay;
- Participates in the overall project monitoring carried out under the responsibility of OS, in the Monitoring Committee for Projects under the Operational Programmes, carries out financial control, approves appropriate reports, acceptance certificates and other documents required for making payments from IPA funds at the CFCU level;
- Participates in, by desk and on the-spot checks of projects under the Operational Programmes, carried out under the responsibility of the OS; ensures in the contracts that the OS and the Beneficiaries may conduct on-the-spot checks and site-visits.
- Keeps financial management records/accounts of IPA funds, files and keeps documentation related to the financial management and the use of IPA funds in accordance with approved security standards, and delivers them on request only to persons authorized, in writing, to check them;
- Submits to the NAO and OS simultaneously monthly financial reports on the use of IPA funds;
- Responds, in accordance with best international practice of good governance, to the findings, conclusions and recommendations of internal auditors of the CFCU and to auditors from BoTC [as Audit Authority for IPA], the auditors of Commission Services, the EC Court of Auditors, the Turkish Sayıştay, and any other audit or inspection bodies assigned by order of the NAO;

- Provides any information on tendering, contracting, payment and accounting aspects of the implementation of the projects under the Operational Programme, as requested by the OS.

These lists of functions to be undertaken by the CFCU during the transitional period were subject to annual review by the NAO before the transfer of functions to the Ministry took place.

Besides this, regarding this transfer of functions, on 20 August 2010 the Ministry of Labour and Social Security submitted an official application to the National Authorising Officer for the accreditation of the IPA Management Department (EU Coordination Department) for tendering, contracting and financial management functions under the IPA Human Resources Development Component in Turkey.

The National Authorising Officer notified the Commission, by letter received on 2 May 2011, of the accreditation of the IPA Management Department (EU Coordination Department) of the Ministry of Labour and Social Security for the tendering, contracting and financial management functions under the IPA Human Resources Development Component in Turkey. A conferral of management verification audit was carried out by Commission auditors in May 2011. The overall assessment of this audit was that the Ministry of Labour and Social Security has the required administrative capacity to perform tendering, contracting and financial management functions. However, some audit findings and recommendations were identified and communicated to the Turkish authorities.

In response to the auditors' assessment, the National Authorizing Officer confirmed by letter of 14 October 2011 that the Republic of Turkey accepts the recommendations concerning the Operating Structure and agrees to comply with them within the deadlines set.

On 31 January 2012 European Commission adopted on Decision in view of transferring tendering, contracting and financial management functions from the CFCU to the Ministry of Labour and Social Security.

5.1.2. Separation of Functions

In accordance with the Article 21.2 of the IPA Implementing Regulation, Framework Agreement Between the Government of the Republic of Turkey and the Commission of the European Communities dated 3 June 2008 and the Prime Ministry Circular no: 2009/18, the appropriate segregation of duties will be ensured between and within the designated bodies.

Separation of functions between the bodies

Clear division of tasks has been ensured among the designated IPA bodies. MoLSS as Operating Structure guarantees that management (programming, monitoring, evaluation, publicity & information, technical implementation), tendering, contracting and payment; and audit function are dedicated to different bodies.

Different divisions of the Operating Structure in MoLSS will perform verifications, controls, and evaluations, while the Undersecretariat of the Treasury, which has been appointed as the National Fund, shall be particularly in charge of organising the bank accounts, requesting funds from the Commission, authorising the transfer of funds received from the Commission to the MoLSS or to the final beneficiaries, and the financial reporting to the Commission.

Moreover, a clear separation between the audits carried out by the Audit Authority and the implementation and payment procedures is guaranteed through the differentiation of the bodies responsible for executing these tasks. System level audits will be carried out by the Board of Treasury Controllers, which acts as Audit Authority; internal audit units will perform audits on the implementation of the HRD OP. The relationship between the audit authority and internal audit units is described in the implementation manual of HRD OP. While audit functions will be carried out by these bodies, implementation and payment procedures will be performed by the IPA Management Department.

The list below shows the Allocation of functions and common responsibilities to the structures, authorities and bodies in accordance with Article 8 of the Framework Agreement between the Commission and the Republic of Turkey. It is not to be considered exhaustive.

1) The Competent Accrediting Officer (CAO):

a) The Competent Accrediting Officer shall be the Minister of State in Charge of the Treasury.

b) The CAO shall be responsible for issuing, monitoring and suspending or withdrawing the accreditation of the national authorising officer (NAO) both

- as the head of the national fund bearing overall responsibility for the financial management of EU funds in the Republic of Turkey and being responsible for the legality and regularity of the underlying transactions;
- with regard to the NAO's capacity to fulfil the responsibilities for the effective functioning of management and control systems under IPA.

The accreditation of the NAO shall also cover the national fund (NF).

The CAO shall notify the Commission of the accreditation of the NAO and shall inform the Commission of any changes regarding the accreditation of the NAO. This includes the provision of all relevant supporting information required by the Commission.

c) Prior to accrediting the NAO, the CAO shall satisfy himself that the applicable requirements set out in Article 11 of the IPA Implementing Rules are fulfilled. This includes the verification of the compliance of the management and control system set up by the Republic of Turkey for effective controls in at least the areas set out in the Annex to the IPA Implementing Regulation (accreditation criteria). This annex provides for the following overall requirements:

- Control environment (establishment and management of the organisation and the staff) comprising ethics and integrity policies, irregularity management and reporting, staff planning, recruitment, training and appraisal including sensitive post management, sensitive functions and conflicts of interest, establishment of legal bases for bodies and individuals, formal establishment of accountability, responsibility, delegated responsibility and any necessary related authority for all tasks and positions throughout the organisation);
- Planning and risk management comprising risk identification, assessment and management, objective setting and allocation of resources against objectives, planning of the implementation process;
- Control activities (implementation of interventions) comprising verification procedures, procedures for supervision by accountable management of tasks

delegated to subordinates, including annual statements of assurance from subordinate actors, rules for each type of procurement and calls for proposals, procedures including checklists for each step of procurement and calls for proposals, rules and procedures on publicity, payment procedures, procedures for monitoring the delivery of co-financing, budgetary procedures to ensure the availability of funds, procedures for continuity of operations, accounting procedures, reconciliation procedures, reporting of exceptions, amongst others exceptions to normal procedures approved at appropriate level, unapproved exceptions and control failures whenever identified, security procedures, archiving procedures, segregation of duties and reporting of internal control weaknesses;

- Monitoring activities (supervision of interventions), comprising internal audit with handling of audit reports and recommendations, evaluations;
- Communication (ensuring all actors receive information necessary to fulfil their role) comprising the regular coordination meetings between different bodies to exchange information on all aspects of planning and implementation and the regular reporting at all appropriate levels on efficiency and effectiveness of internal control.

2) The National IPA Coordinator (NIPAC):

a) The NIPAC shall be appointed by the Government of the Republic of Turkey. He shall be a high-ranking official in the government or the state administration of the Republic of Turkey.

b) He shall ensure the overall coordination of assistance under IPA.

c) The NIPAC shall ensure partnership between the Commission and the Republic of Turkey and close link between the general accession process and the use of pre-accession assistance under IPA. He shall bear the overall responsibility for

- the coherence and coordination of the programmes provided under IPA;
- the annual programming for the Transition Assistance and Institution Building Component at national level;
- the co-ordination of the participation of the Republic of Turkey in the relevant cross border programmes both with Member States and with other Beneficiary countries, as well as the transnational, interregional or sea basins programmes under other Community instruments. The NIPAC may delegate the tasks relating to this co-ordination to a cross-border co-operation coordinator.

d) The NIPAC shall draw up and, after examination by the IPA monitoring committee, submit to the Commission the IPA annual and final reports on implementation as defined in Article 38 of the Framework Agreement and in Article 61(3) of the IPA Implementing Regulation. He shall send a copy of these reports to the NAO.

3) The Strategic Coordinator:

a) A strategic coordinator shall be appointed by the Republic of Turkey to ensure the coordination of the Regional Development Component and Human Resources Development Component under the responsibility of the national IPA coordinator. The strategic coordinator shall be an entity within the state administration of the Republic of Turkey with no direct involvement in the implementation of components concerned.

b) The strategic coordinator shall in particular:

- co-ordinate assistance granted under the Regional Development Component and the Human Resources Development Component;
- draft the strategic coherence framework as defined in Article 154 of the IPA Implementing Regulation;
- ensure co-ordination between sectoral strategies and programmes.

4) The National Authorising Officer (NAO):

The NAO shall be appointed by the Republic of Turkey. He shall be a high-ranking official in the government or the state administration of the Republic of Turkey.

The NAO shall fulfil the following functions and assume the following responsibilities:

a) As the head of the national fund, bearing overall responsibility for the financial management of EU funds in the Republic of Turkey and being responsible for the legality and regularity of the underlying transactions. The NAO shall in particular fulfil the following tasks as regards these responsibilities:

- providing assurance about the regularity and legality of underlying transactions;
- drawing up and submitting to the Commission certified statements of expenditure and payment applications; he shall bear overall responsibility for the accuracy of the payment application and for the transfer of funds to the operating structures and/or final beneficiaries;
- verifying the existence and correctness of the co-financing elements;
- ensuring the identification and immediate communication of any irregularity;
- making the financial adjustments required in connection with irregularities detected, in accordance with Article 50 of the IPA Implementing Regulation;
- being the contact point for financial information sent between the Commission and the Republic of Turkey.

b) being responsible for the effective functioning of management and control systems under IPA. The NAO shall in particular fulfil the following tasks as regards these responsibilities:

- being responsible for issuing, monitoring and suspending or withdrawing the accreditation of the operating structures;

- ensuring the existence and effective functioning of systems of management of assistance under IPA;
- ensuring that the system of internal control concerning the management of funds is effective and efficient;
- reporting on the management and control system;
- ensuring that a proper reporting and information system is functioning;
- following-up the findings of audit reports from the audit authority, in accordance with Article 18 of the Framework Agreement and Article 30(1) of the IPA Implementing Regulation;
- immediately notifying the Commission, with a copy of the notification to the CAO, any significant change concerning the management and control systems.

As corollary to the responsibilities under a) and b) above, the NAO shall establish an Annual Statement of Assurance as defined in Article 17 of the Framework Agreement and following **ANNEX B** to the Agreement, which shall include:

- a) a confirmation of the effective functioning of the management and control systems;
- b) a confirmation regarding the legality and regularity of the underlying transactions;
- c) information concerning any changes in systems and controls, and elements of supporting accounting information.

If the confirmations regarding the effective functioning of the management and control systems and the legality and regularity of underlying transactions (a) and b) above) are not available, the NAO shall inform the Commission, copy to the CAO, of the reasons and potential consequences as well as of the actions being taken to remedy the situation and to protect the interests of the Community.

5) The National Fund (NF):

- a) The NF shall be a body located in a State level Ministry of the Beneficiary and shall have central budgetary competence and act as central treasury entity.
- b) The NF shall be in charge of tasks of financial management of assistance under IPA, under the responsibility of the NAO.
- c) The NF shall in particular be in charge of organising the bank accounts, requesting funds from the Commission, authorising the transfer of funds from the Commission to the operating structures or to the final beneficiaries and the financial reporting to the Commission.

6) The Audit Authority:

- a) The Board of Treasury Controllers is designated as the Audit Authority to audit effective and sound functioning of the management and control systems regarding the funds under pre-accession financial cooperation. The Audit Authority is functionally independent from all actors in the system and cannot be asked for auditing directly or indirectly from any of the actors. The Audit Authority shall, mainly;

b) The audit authority, under the responsibility of its head, shall in particular fulfil the following functions and assume the following responsibilities:

- During the course of each year, establishing and fulfilling an annual audit work plan which encompasses audits aimed at verifying:
 - the effective functioning of the management and control systems;
 - the reliability of accounting information provided to the Commission.
 The audit work shall include audits of an appropriate sample of operations or transactions, and an examination of procedures.

The annual audit work plan shall be submitted to the NAO and the Commission before the start of the year in question.

- submitting reports and opinions as follows:
 - an **annual audit activity report** following the model in **ANNEX C** to the Framework Agreement and setting out the resources used by the audit authority, and a summary of any weaknesses found in the management and control system or in transaction findings from the audits carried out in accordance with the annual audit work plan during the previous 12 month period, ending on 30 September of the year concerned. The annual audit activity report shall be addressed to the Commission, the NAO and the CAO by 31 December each year. The first such report shall cover the period 1 January 2007 - 30 November 2007.
 - an **annual audit opinion** following the model set out in **ANNEX D** to the Framework Agreement as to whether the management and control systems function effectively and conform to the requirements of the Framework Agreement and the IPA Implementing Regulation and/or any other agreements between the Commission and the Republic of Turkey. This opinion shall be addressed to the Commission, the NAO and the CAO. It shall cover the same period and have the same deadline as the annual audit activity report.
 - an **opinion on any final statement of expenditure** submitted to the Commission by the NAO, for the closure of any programme or of any part thereof. Where appropriate, the final statement of expenditure may include payment applications in the form of accounts submitted annually. This opinion shall address the validity of the final payment application, the accuracy of the financial information, and, where appropriate, be supported by a final audit activity report. It shall follow the model provided in **ANNEX E** to the Framework Agreement. It shall be sent to the Commission and to the CAO at the same time as the relevant final statement of expenditure submitted by the NAO, or at least within three months of the submission of that final statement of expenditure.

- Further specific requirements for the annual audit work plan and/or the reports and opinions mentioned under the previous bullet point may be set out in the Sectoral Agreements or Financing Agreements.
- With regard to the methodology for the audit work, reports and audit opinions, the audit authority must comply with international standards on auditing in particular as regards the areas of risk assessment, audit materiality and sampling. That methodology may be complemented by any further guidance and definitions from the Commission, notably in relation to an appropriate general approach to sampling, confidence levels and materiality.

Separation of functions within the bodies

The principle of separation of functions has been taken into account in the organizational structure of the bodies and their internal management and control procedures. As stated above, all the units in the Operating Structure has definite responsibilities. In the definition of the tasks of the each body constituting the Operating Structure, adequate separation of functions has been ensured.

In this regard, before an operation is authorized, operational and financial aspects of the operation will be verified by the staff of the Quality Assurance and Control Unit, while operation will be initiated or implemented by the staff of the other units.

Particular attention has been paid to ensuring that sufficient segregation of duties is guaranteed between “Tendering” and “Contract management” and between “Contract implementation and financial / payment responsibilities”.

During the implementation of the projects through the tendering, contracting and implementation of each contract:

- the staff assigned to prepare and / or control Terms of Reference, Technical specifications, Guidelines for applicants, Tender dossiers, etc... shall be different from the staff which will be assigned after signature to:
- implement the contract, interact with contractors, approve the invoices, and handle the operational monitoring.

The staff providing for approval for payment of invoices / requests for payment during the operational monitoring should not have access to the funds in a way or another [e.g. signature on bank accounts, accounting and reconciliation].

As a rule, the initiation, the ex-ante and the ex-post controls are separate functions, to be carried out by different persons, functionally independent form each other.

(This part will be revised when an improvement happened in the accreditation process).

5.2 MONITORING AND EVALUATION

5.2.1. Monitoring Arrangements

IPA Monitoring Committee

An IPA Monitoring Committee was established according to Article 58 of the IPA Implementing Regulation and the Prime Ministry Circular No: 2009/18.

IPA Monitoring Committee meets under the co-chairmanship of the National IPA Coordinator (NIPAC) and European Commission (EC), with the participation of the NAO, the Strategic Coordinator and OSs and the representatives from other related public organizations and institutions. The Secretariat of NIPAC performs as the secretariat of the Committee.

The IPA monitoring committee shall satisfy itself as to the overall effectiveness, quality and coherence of the implementation of all programmes and operations towards meeting the objectives set out in the financing agreements as well as in the MIPD. For this purpose, it shall base itself on the elements given by the sectoral monitoring committees.

The IPA Monitoring Committee may make proposals to the Commission, the NIPAC and the NAO for any actions to ensure the coherence and co-ordination between the programmes and operations implemented under the different components, as well as for any cross-component corrective measures needed to ensure the achievement of the global objectives of the assistance provided, and to enhance its overall efficiency. It may also make proposals to the Monitoring Committee for HRD OP for decisions on any corrective measures to ensure the achievements of programme objectives and enhance the efficiency of assistance provided under the HRD OP.

The IPA Monitoring Committee shall adopt its internal rules of procedure in compliance with a monitoring committee mandate established by the Commission, and within the national institutional, legal and financial framework.

The IPA Monitoring Committee shall meet at least once a year. Intermediate meetings may also be convened, in particular on a thematic basis. The OS participates in these committee meetings and gives information about the state of play in the implementation and progress of the HRD OP.

Sectoral Monitoring Committee (SMC) for HRD OP

The Sectoral Monitoring Committee (hereinafter referred to as '*The Committee*') is a permanently acting body, established under the provisions of Article 36 of the Framework Agreement and in accordance with the provisions of EC Regulation No 718/2007 of 12 June 2007 implementing Council Regulation No 1085/2006. The Committee has its own Rules of Procedure adopted at the first meeting on 13 December 2007.

The Committee is a collective body and is co-chaired by the Deputy Undersecretary of the Ministry of Labour and Social Security, as Head of the OS for the HRD OP, and a representative of the Commission. It consists of both members and those participating in an advisory capacity. The composition of the Committee is decided by the OS, in agreement with the Commission.

Along with the co-chair, the members of the HRD OP Monitoring Committee include 24 representatives from National Public Institutions, 7 from Economic and Social Partners and 13 Regional Partners

- (3 Governorships, 3 Universities, the GAP Administration, 3 Chambers of Commerce, 3 National Associations in the fields covered by the HRD OP)

The Committee's composition can be reviewed and extended by the OS in agreement with the Commission, in order to guarantee sufficient representation and membership, eventually on a rotational basis for the participation of representative actors, particularly regionally-based ones. For some specific issues and topics from the agenda, the co-chairpersons can invite external experts, non-Committee members, to attend the meeting. All materials and documents, subject to discussion, are to be treated as confidential until the end of the meeting to which they relate or unless otherwise stated.

OS of the HRD OP performs the duties of the permanent Secretariat of the Committee. All correspondence, concerning the activities of the Committee is to be addressed to the Secretariat of the Committee.

According to the rules of procedures, the Committee shall:

- consider and approve the general criteria for selecting the operations and approve any revision of those criteria in accordance with programming needs;
- review at each meeting progress made towards achieving the specific targets of the operational programme on the basis of documents submitted by the OS;
- examine at each meeting the results of implementation, particularly the achievement of the targets set for each priority axis and measures and interim evaluations; it shall carry out this monitoring by reference to specified indicators;
- examine the monitoring sheets, sectoral annual and final reports on implementation, prior to their transmission to the Commission and the National IPA Coordinator;
- be informed of the annual audit activity report referred to in Article 29(2)(b) of the IPA Implementing Regulation, or of the part of the report referring to the operational programme concerned, and of any relevant comments the Commission may make after examining that report or relating to that part of the report;
- examine any proposal to amend the Financing Agreement of the programme and/or the programme itself;
- be informed of audit activities being carried out and the opinion given by the audit authorities and the EC concerning the implementation of the programme;
- consider and approve the Communication Action Plan referred to in Article 99 of the Financing Agreement as well as any subsequent updates of the plan; and
- propose periodical meetings at a technical level if needed.
- provide the IPA monitoring committee in particular with information relating to:
 - the progress made in implementing the programmes, by priority axis and, where relevant, by measures or operations; this shall include the results achieved, financial implementation indicators, and other factors and shall be established with a view to improving the implementation of the programmes;
 - any aspects of the functioning of the management and control systems raised by the audit authority, the national authorising officer or the competent accrediting officer
- Examine the results of evaluations linked to the monitoring of operational programmes;
- Provide the IPA Monitoring Committee with the necessary elements to allow it to assess the overall effectiveness, quality and coherence of the implementation of the programme

- and operations towards meeting the objectives set out in the financing agreement as well as in the multi-annual indicative planning documents;
- Examine proposals from the IPA committee for possible decisions on any corrective measures to ensure the achievements of programme objectives and enhance the efficiency of assistance provided under the programme;
 - Seek to ensure the effectiveness and quality of the implementation of the programme and operations concerned, in accordance with the specific provisions laid down in the financing agreement. It may make proposals to the Commission and the national IPA coordinator, with a copy to the national authorising officer, for decisions on any corrective measures to ensure the achievements of programme objectives and enhance the efficiency of the assistance provided;

The Committee may also:

- propose to the OS any revision or examination of the programme likely to make possible the attainment of the programme's objectives referred to in Article 155.2(a) of the Implementing Regulation or to improve its management, including its financial management, as well as to oversee cross-cutting themes and publicity measures;
- make proposals to the Commission and the National IPA Coordinator, with a copy to the National Authorising Officer, for decisions on any remedial measures to ensure the achievement

The Committee examines proposals by the OS and/or the Commission to revise the Programme following, where relevant, an evaluation and including results as well as output and financial indicators used to monitor the assistance.

The Head of the OS shall consult the Commission on any proposed revision of the HRD OP prior to its consideration by the Committee. Where a Decision of the Commission is required in accordance with the provisions of Art 156.1 of the Implementing Regulation, it shall be taken as soon as possible after the formal submission by the Strategic Coordinator in coordination with the NIPAC.

The Committee meetings are held at least twice a year at the initiative of the OS or the Commission.

Evaluation Sub- Committee

Evaluation Sub-Committee (ESC) established under the SMC is to provide information and advice to the SMC regarding issues related to monitoring indicators and systems and the evaluations of the HRD OP. The assistance takes place at all stages of the evaluation (guidance, planning, implementation, communication of result). Relevant stakeholders are also able to contribute.

5.2.2 Management Information System (MIS)

The head of the OS will be responsible for the efficiency and correctness of management and implementation of HRD OP. The IPA Management Department will be the main body to ensure setting up, maintaining and updating regularly a reporting and information system to gather reliable financial and statistical information and analysis on implementation, for monitoring of indicators and for evaluation of implementation of HRD OP as well as disseminating this data in

accordance with relevant arrangements. MIS will include various modules in accordance with the needs and responsibilities of the Units.

Administrative, IT and EU Affairs Unit will be responsible for the establishment and maintenance of the Management Information System (MIS) for HRDOP. All relevant data will be entered into the system.

Different actors involved in implementation and control of HRDOP will have different level of access to the system. The MIS will be a comprehensive tool, serving all the relevant units of the IPA Management Department to realize their main tasks and responsibilities ensure internal communication and following all the procedures and processes for management of operations/projects, Internal Auditors to control and evaluate the functioning of the system as well as for Beneficiaries to ensure proper implementation of the projects/operations.

The MIS, to be named as “HRD-MIS”, will be composed of Contract Management Information System (C-MIS) and Document Management System (DMS) with the built-in Information System-Document Routing (IS-DR) components. On the one hand, C-MIS will be a system where existing Grant Monitoring Information System (G-MIS) software will be extended to be more functional to include all contract types (service, supply and grant). On the other hand, DMS will be a system for follow up of all procedures and processes and for ensuring internal official communication where necessary documentation (checklists, reports, official letters etc) will be prepared and kept electronically.

Main tasks of the HRD-MIS will include the following main and sub-modules in addition to the existing G-MIS functions.

5.2.3. Monitoring System and Indicators

The quantitative and qualitative progress made in implementing the HRDOP as well as its efficiency and effectiveness in relation to its objectives are measured by the use of evaluation and monitoring indicators related to the results and outputs of the individual measures.

The OS is responsible for programme monitoring. In this context, OS collects performance data (outputs, results) as well as financial data from operations. The OS establishes, maintains and updates the reporting and information system by taking these data and aggregate them to measure, priority axis and whole OP levels. Data on individuals who are the final beneficiaries must be collected for each project and used for aggregation at measure and priority level. OS assesses the progress of the OP at each level against objectives and targets, submits data and information to the HRD OP Monitoring Committee, drafts the sectoral annual and final reports on implementation and launches interim evaluations if required. These reports should include the filled in OP summary table.

Pursuant the Article 84 of the Financing Agreement, the OS maintains monitoring sheets for each operation, prepared in accordance with the templates and guidance provided by the Commission services. The monitoring sheets are presented to the Sectoral Monitoring Committee.

The OS submits a sectoral annual report in relation to the HRD OP to the Commission and the National IPA Coordinator, by 30 June each year.

The reports are sent to the National IPA Coordinator, the NAO and the Commission, after examination by the SMC.

In the context of monitoring and for the purpose of using indicators, the role of the Operating Structure is also to ensure that:

- a) monitoring requirements are built into the calls for tender and proposals documents (application forms and guidelines for applicants);
- b) project applications (when appraised and selected) include proposed outputs and results, as well as data on individuals, that are consistent with the HRD OP indicators for the appropriate measure;
- c) provision of data is built into the contract with beneficiaries as an obligation, and that performance data is provided systematically and in a timely manner by beneficiaries alongside the project reimbursement claim;

Service and supply contracts of the operations which are financed by the HRD OP are monitored through an MIS called Integrated Monitoring Information System for IPA Components III and IV / IMIS allows monitoring at contracts level the financial and indicative progress of operations except grant schemes. The system are not used for the proof of the documents, rather it functions as a follow-up and information source.

Currently, for the monitoring of the grant contracts, a separate MIS called Grant-Monitoring Information System / G-MIS is used.

5.2.4. Selection of Operations

All service, supply, works and grant contracts shall be awarded and implemented in accordance with the rules for external aid contained in the Financial Regulation and in accordance with the "*Practical Guide to contract procedures for EU external actions*" (*Practical Guide*) as published on the Europe Aid website at the date of the initiation of the procurement or grant award procedure.

All operations shall be agreed with the European Commission prior to launching any procurement process. The OS shall coordinate the preparation of "Operation Identification Sheets (OISs)" with all relevant stakeholders.

According to Article 50 of the Financing Agreement, the following groups or categories of operations may be selected without recourse to calls for proposals:

- a) operations initiated or initiated and implemented by national public bodies, namely:
 - state structures forming part of the central government structure;
 - central government agencies which perform public governance functions;
 - public authorities or entities set up under public law, by the state, or one of its authorities, acting on behalf of the state with regard to and within the limits of their specific areas of competence and covering the whole territory of the beneficiary country and

- national or international public-sector bodies, or bodies governed by private law with a public-service mission covering the whole territory of the beneficiary country, providing that they offer adequate guarantees regarding the nature of their mission.
- b) operations, implemented by national public bodies, which co-finance existing national measures, provided that additionally is fully demonstrated;
- c) operations selected and prepared for implementation prior to the entry into force of this Financing Agreement, with a view to permit the early start of the implementation of the programme.

Pursuant to Article 158 of IPA Implementing Regulation, all operations which are implemented by final beneficiaries other than national public bodies shall be selected through calls for proposals. The selection criteria shall be drawn up by the OS and shall be published with the call for proposals after the approval of SMC.

Calls for proposals shall be organised in such a way as to permit the preparation of a permanent pipeline of operations which can be implemented within the programme's lifespan and which will absorb fully the funds available. Accordingly, the OS shall organise a timetable of calls for proposals in accordance with the operational and financial management needs of the programme. The OS shall ensure that operations are selected for funding and approved in accordance with the criteria and mechanisms applicable to the programme, and that they comply with the relevant Community and national rules.

The OS shall set up a selection committee for each call for proposals, which shall analyse and select proposals, and recommend results to the OS. If such a Committee is established, the OS shall decide whether to approve the results of the selection procedure and state the reasons for its decision. The composition of the selection committee and its functioning modalities are set out in Annex XI to the Financing Agreement. Members of the Selection Committee may also be the experts from Procurement Unit or other units of EU Coordination Department of MoLSS.

5.2.5 Sectoral annual and final reports on implementation

Pursuant the Article 84 of the Financing Agreement, the OS shall maintain monitoring sheets for each operation, prepared in accordance with the templates and guidance provided by the Commission services. The monitoring sheets shall be presented to the Sectoral Monitoring Committee.

The OS shall submit a sectoral annual report in relation to the HRD OP to the Commission and the National IPA Coordinator, by 30 June each year.

The reports shall be sent to the National IPA Coordinator, the NAO and the Commission, after examination by the SMC.

Evaluations are a tool for assessing the relevance, efficiency and effectiveness of the financial assistance as well as the impact and sustainability of the expected results. As a minimum, an ex-ante evaluation and an interim evaluation are carried out under the responsibility of the Head of the Operating Structure in accordance with the principles laid down in the IPA Implementing Regulation and guidance provided by the Commission.

The evaluation arrangements and activities of the programme must fully respect the principle of proportionality.

Types of Evaluations

Ex Ante Evaluation

Under the responsibility of the Operating Structure, ex ante evaluation of the HRD OP was carried out by independent experts within the framework of the EU-supported technical assistance project “*Support to the SPO to Build Capacity at Central, Regional and Local Level to Implement Economic & Social Cohesion Measures*”. SPO had the overall responsibility for over-seeing and coordinating the ex-ante evaluation process, together with the OSs for the OPs under Components III and IV.

In this respect, the ex-ante evaluation of the HRD OP was conducted by independent experts.

The main purposes of the ex-ante evaluation were to:

- assess whether the overall programme is an appropriate means for addressing the issues confronting Turkey
- check whether the programme has well defined strategic axes, priorities and objectives that are relevant to Turkey’s needs and are achievable
- advise on the quantification of objectives and the establishment of a basis for both monitoring and future evaluation work
- review the adequacy of the implementation and monitoring arrangements and help with the design of project selection procedures and criteria

Interim Evaluation

- Interim evaluation aims to make an independent assessment of the overall relevance, effectiveness and efficiency of the implementation of the HRD OP with a view to provide all the stakeholders with reliable data, analysis and feedback. The Interim Evaluation identifies main recommendations concerning the efficiency and effectiveness of the HRD OP management structure.

The specific objectives of the interim evaluation are:

- to assess the relevance (in particular with the strategic documents such as the Strategic Coherence Framework , Multi-Annual Indicative Planning Document , employment guidelines, strategic community guidelines and the Lisbon Strategy), efficiency, effectiveness of the programme.
- to assess the complementarity between the HRD OP and Regional Competitiveness Operational Programme (RC OP).
- to provide data on the output and result indicators agreed upon in the HRD OP that cannot be obtained through monitoring system.
- to assess the achievement of the horizontal principles.

- to identify best practices, factors for success and failure and provide recommendations to improve the remaining programming and implementation of the HRD OP.

During the period of implementation Turkey shall carry out evaluations linked to the monitoring of the programme, in particular where this monitoring reveals a significant departure from the goals initially set or where proposals are made for the revision of the programme. At least one interim evaluation shall be carried out during the period of implementation of the programme. The results of the evaluation shall be sent to the Sectoral Monitoring Committee and to the Commission.

Evaluations shall be carried out by internal or external experts or bodies, functionally independent of the authorities referred to in Article 21 of the IPA Implementing Regulation.

Ex post Evaluation

Ex post evaluation of the implementation of the HRD OP shall be the responsibility of the Commission.

Evaluation Activities and Timing

Indicative Evaluation Activities	Timing
Ex-Ante Evaluation of the HRD OP	Parallel with the drafting process of the HRDOP. From the beginning of the programming process till the approval of the OP.
Interim Evaluation of the HRD OP	2011
Ex-Post Evaluation of the HRD OP	Not later than three years after the end of the programming period.

5.3 INFORMATION and PUBLICITY

5.3.1. Introduction and Legal Framework

Information and publicity are important aspects of pre-accession assistance and in particular to the successful design and implementation of the HRD OP, given the partnership basis on which they are undertaken. Communicating for the successful management and implementation of the HRD OP is broken down into a series of information and publicity activities.

Article 62, 63 and 169(3)(e) of the IPA Implementing Regulation 718/2007, Commission Regulation 1828/2006 European Parliament and Council Regulation 45/2001 and Council Regulation 1605/2002 set out certain requirements regarding the information and publicity of programmes and operations financed under these programmes by the Community. In this regard, the information and publicity shall be addressed to citizens and beneficiaries with the aim of highlighting the role of Community funding and ensuring transparency.

In accordance with Article 62(2) of the IPA Implementing Regulation and Article 24(2) of the Framework Agreement, the information to be provided by the Operating Structures shall include

inter alia the publication of the list of final beneficiaries, the names of the operations and the amount of Community funding allocated to operations. The Commission shall also ensure the publication of the relevant information on tenders and contracts in the official Journal of the European Union and other relevant media and websites.

With respect to the visibility of programmes and operations, the Commission and the relevant authorities of Turkey shall agree on a coherent set of activities, to be funded from the Technical Assistance priority of the Operational Programme, to make available and publicise information regarding IPA assistance according to Article 63 of the IPA Implementing Regulation and Article 24(4) of the Framework Agreement.

Article 99(1) of the Financing Agreement underlines that the aforementioned activities will be implemented based on a Communication Action Plan (CAP) prepared in accordance with the chapter on Implementing Provisions of the Programme as well as enumerates main elements that the CAP must set out.

5.3.2. Communication Strategy and Action Plan

Within the framework of the aforementioned requirements, the Operating Structure of the HRD OP prepared a Communication Strategy and Action Plan (CSAP) for the period 2007-2013 to provide a strategic coherence to the set of information and publicity activities under the HRD OP. The CSAP was adopted by the European Commission on 11th June 2010.

The CSAP includes the following elements in line with Article 99(1) of the Financing Agreement:

- The aims of the information and publicity;
- The target group;
- Information and communication activities;
- The indicative budget;
- The administrative departments responsible for implementation;
- The criteria for monitoring and evaluating the communication activities.

The CSAP will be revised for the period 2012-2013 on the basis of the budget allocation allocated for the implementation of the CSAP and the revised measures of the HRD OP.

5.3.3. Overall Communication Objectives

The HRD OP and the CSAP pursues three main communication objectives:

- rendering the IPA assistance delivered through the OP and its impact on the citizens of the beneficiary country visible in order to ensure public awareness of EU action and to create a consistent image of the operations concerned in the beneficiary country (i.e. visibility);
- highlighting the role of the Community to the citizens and ensuring transparency, i.e. ensuring that the funds of the OP are taken up and used as effectively as possible, while at the same time guaranteeing equal opportunity to all potential beneficiaries (i.e. information and publicity);
- supporting the implementation of the HRD OP with appropriate communication measures.

In this regard, there are four basic types of information and communication activities in order to achieve these objectives:

- Raising awareness;
- Developing and disseminating information;
- Raising capacity of the HRD Operating Structure, Operation Beneficiaries and Grant Beneficiaries;
- Publicizing the EU's role and the achievements of the HRD OP.

Moreover, as mentioned above, the communication measures are addressed to beneficiaries and general public.

5.3.4. Activities

On the basis of specific needs of the HRD OP and the abovementioned legal framework, three main types of communication activities were defined by the HRD OS and have been carrying out in line with the HRD CSAP with the support of Technical Assistance Project regarding measures 5.2 and 5.3:

- Interpersonal activities (such as information days, conferences, seminars, trainings, project fairs);
- Printed products (such as brochure, booklets, book, technical leaflets, HRD magazine);
- Audio-visual information products (such as TV spot, photo competition, the HRD OS website).

5.3.5. Indicative Budget

The indicative budgets for the Communication Action Plan allocated from the Technical Assistance budget of the HRD OP in order to cover the costs for the publicity and information measures/activities are given in the following table:

Table 106: Indicative Budgeted for the Communication Action Plan Allocated from TA of the HRD OP

The Period	The Indicative Budget
CSAP 2007-2009	€2.000.000
CSAP 2010-2011	€2.952.941
CSAP 2012-2013	€3.000.000

5.3.6. Management and Implementation

Within the HRD OS structure, the Information, Publicity and Technical Assistance Unit established under the IPA Management Department of the Operating Structure is responsible for the preparation and implementation of the HRD CSAP aiming at the broadest possible media

coverage using all suitable forms and methods of communication at the appropriate territorial level. It should be noted that some of the information and publicity measures will almost certainly require out-sourcing for professional services (such as design and pre-print, web page, printing, advertising, photography and opinion pools).

The Unit will support the Head of Operating Structure in the performance of the following functions and responsibilities:

- Negotiating the CSAP with the Commission;
- Coordinating with the information and publicity activities under other IPA funded programmes;
- Elaboration, implementation and assessment of the HRD CSAP;
- Represent the HRDOP in the relevant national and Commission information networks;
- Handling enquiries from beneficiaries;
- Monitoring and control on the fulfilment of the publicity and information requirements from the beneficiaries;
- Development, production and distribution of information materials;
- Preparation and implementation of public events;
- Management of out-sourced services;
- Monitoring and evaluating CSAP;
- Coordination of internal events and trainings.